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THE CIVIL SERVICE OF CANADA

PROCEEDINGS of the Special Committee appointed to inquire into the Operation of Chapter 12, 8-9 George V. An Act respecting the Civil Service of Canada, etc.

COMPRISING

The Order of Reference, the Reports of the Committee presented to the House, and the Evidence given before the Committee together with certain Papers in connection therewith.

MARCH - JUNE, 1923

Second Session of the Fourteenth Parliament of Canada

OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1923

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MEMBERS OF THE COMMITTEE

Brown, J. L.
Carmichael, A. M.
Chevrier, E. R. E.
Copp, Hon. A. B.
Drummond, J. D. F.
Garland, W. F. (Carleton, O.)
Hughes, J. J.
Lewis, A. J. (substituted for Mr. Carmichael).
McBride, T. J.
McKillop, Hugh C.
McMurray, E. J.
Malcolm, James (*Chairman*).
Marcil, Hon. C. (Bonaventure).
Martell, L. H.
Parent, George.
Rinfret, Fernand.
Shaw, Joseph T.
Simpson, T. E.

THOS. S. HOWE,
Clerk of the Committee.

ORDER OF REFERENCE

HOUSE OF COMMONS

OTTAWA, Thursday, February 22, 1923.

Resolved,—That in the opinion of this House, it is advisable to appoint a Special Committee for the purpose of inquiring into the operation of chapter 12, 8-9 George V, An Act respecting the Civil Service of Canada.

Attest.

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

FRIDAY, March 9, 1923.

Ordered,—That the following Members do compose the said Committee:—Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, Garland (Carleton), McBride, McKillop, McMurray, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, and Simpson, with power to send for persons, papers and records, to print from day to day its proceedings and the evidence taken, for the use of the Committee, and to report from time to time; and that Rules 11 and 74 be suspended in relation thereto.

Attest.

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

MONDAY, March 19, 1923.

Ordered,—That in accordance with the recommendations contained in the First Report of the Special Committee appointed for the purpose of inquiring into the operation of chapter 12, 8-9 George V, An Act respecting the Civil Service of Canada, the said Committee be empowered to make recommendations looking towards the betterment of aforesaid Act and the Civil Service in general; and that the said Committee be empowered to sit while the House is in session.

Attest.

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

THURSDAY, May 3, 1923.

Ordered,—That the name of Mr. Carmichael be taken off the said Committee and the name of Mr. Lewis substituted in lieu thereof.

Attest.

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

REPORTS OF THE COMMITTEE

FIRST REPORT

HOUSE OF COMMONS OF CANADA,
COMMITTEE ROOM 424,
WEDNESDAY, March 14, 1923.

The Special Committee, appointed for the purpose of inquiring into the operation of chapter 12, 8-9 George V, An Act respecting the Civil Service of Canada, beg leave to present their First Report, which is as follows:—

Your Committee recommends that its Order of Reference be so enlarged as to empower it to make recommendations looking towards the betterment of the aforesaid Act and the Civil Service in general; and also, that the Committee be empowered to sit while the House is in session.

All which is respectfully submitted.

JAMES MALCOLM,
Chairman.

First Report concurred in on March 19.
(See Journals at page 208).

SECOND AND FINAL REPORT

HOUSE OF COMMONS OF CANADA,
COMMITTEE ROOM No. 424,
FRIDAY, JUNE 22, 1923.

The Special Committee on the Civil Service Act of Canada presented its Second and Final Report, which is as follows:—

Your Committee appointed to inquire into the operation of chap. 12, 8-9 George V, an Act respecting the Civil Service of Canada, pursuant to the resolution adopted by the House on the 22nd of February last, begs leave to submit its second and final report, and to lay on the Table of the House a complete copy of the evidence adduced during its hearings.

The Committee held fifty-seven sittings, and heard fifty-seven witnesses. These latter included representatives from the various Civil Service organizations throughout Canada, Officers of the Civil Service Commission Deputy Ministers and the Civil Service Commissioners.

The present Civil Service law comprises a series of modifications of the various Civil Service Acts, passed since 1867, and particularly a modification of the 1908 Act. The present Act, known as that of 1918, compared with Civil Service laws of other countries is of a very much more comprehensive nature. The Act of 1908 was based upon the British Civil Service Act. It recognized the merit system, the system of promotion by competition, but left with the deputy ministers the rights of selection and promotion. The Act of 1918, designed to abolish any opportunity for departmental favouritism, is a furtherance of the merit system in appointments and promotions by competitive examination. This Act removes the right of selection from the deputy ministers and places it in the hands of the Civil Service Commission appointed by the Crown.

The evidence given by a number of witnesses is to the effect that the Act of 1908 gave satisfaction but that it applied only to the inside service. The only objectionable feature in the Act of 1908 was, as disclosed by the evidence,

certain stipulations in section 21 which did not safeguard, as completely as was desired, the interests of the civil servants, in matters of promotion. The Act of 1918, while insuring the continuance of the merit system, and appointment by competition, has been found by your Committee to be subject to some modification towards making it more workable. A previous Committee found this Act too comprehensive and made to extend to a class of position which, in the opinion of the Commissioners, neither the merit system or system of competite examination were applicable. The defect has already been remedied by amendments to the Act.

As a result of the evidence heard, your Committee begs leave to submit representations which may be divided into two classes: those pertaining directly to the operation of the Civil Service law itself, and which may be termed as affecting the internal management of the Civil Service Commission, and a second class which refers more particularly to the service itself, rather than to the operation of the Civil Service law.

After hearing the evidence of the Commissioners particularly, your Committee begs leave to submit the following amendments to the Civil Service Act. These amendments, it is felt, will correct certain shortcomings and broaden the scope of the Act in matters where the Commissioners and officials of various Civil Service organization feel that the jurisdiction of the Civil Service Commission should be made to extend, for the benefit of the Civil Service. They are the following:—

Part One

AMENDMENTS TO THE ACT

1. Under the present law, it has been held that the Commission has no power to cancel a certificate once it has been issued, and though the department has power to reject an employee during the probationary period, cases sometimes arise in which, through irregularities or failures to comply with the provisions of the law, it would be preferable to have the Commission cancel the certificate.

Your Committee therefore recommends that section 13 be amended to give to the Commission power to cancel the certificate within the probationary period in the same manner as the deputy head can reject an employee within that time.

2. If often happens that radiotelegraph employees and others are unable to take leave except once in four or five years, and it frequently happens also that through stress of work, employees even at Ottawa are prevented from taking the annual leave to which they are entitled. Under present conditions, in order to get over this disadvantage special leave must be granted in lieu of annual leave, but it would seem that a point of this kind should be covered by the Act.

Your Committee therefore recommends that section 25 be amended to provide, that, if from location of work in isolated positions, or, if stress of work in the department prevents the granting of leave in any year, the said leave may be, at the discretion of the deputy head, cumulative until such time as it may be convenient for the Department to grant it.

3. The Order in Council, recommended to be passed in May, 1919, affecting leave of absence in the Civil Service, should in the opinion of your Committee, be incorporated into the Act for the purpose of consolidation.

Your Committee therefore recommends that section 25 be amended, so as to provide for leave of absence at the rate of one and one-half days for each completed month of service, prior to the commencement of the fiscal year for employees who have been less than twelve months in the service.

4. Considerable evidence has been adduced with reference to the disposition to be made with supernumerary clerks; one proposal being the retention of supernumeraries with pay until they can be absorbed into other positions; the other alternative proposal being to place them on leave of absence without pay, subject to recall whenever their services might be required, and eligible for transfer to any other positions in the service with the same maximum compensation or lower compensation for which they are considered by the Commission to be qualified. This would give the employees some chance of employment during the time when they were waiting for transfer. It would also operate to prevent the department abolishing a position for the sole purpose of laying off the incumbent of this position, as they would in all cases be obliged to recall their old employees provided they had not been yet transferred to another department.

Your Committee therefore recommends the repeal of subsection 3 of section 28, and recommends the use of the provisions of subsection 4 of section 9 in lieu thereof.

5. It has been the practice of the Commission in the past, when a list of eligibles has been established for positions in the public service, to make assignments from that list until it is completely exhausted. When the original list contains a large number of names, it frequently happens that those at the bottom of the list have changed their residence, or are no longer available for employment when their turns on the list have been reached, and it is considered desirable that the Commission should have power to limit the life of eligible lists, when such action is considered desirable and in the public interest.

Your Committee therefore recommends that subsection 4 of section 32 be amended so as to provide for the limitation of the life of eligible lists to not more than one year.

6. Under the present law, the Commission is required to appoint the person whose name stands highest upon the eligible list in question. It frequently happens that special qualifications are required for a particular position, and that the person standing highest on the eligible list does not possess these qualifications, while a person further down on the eligible list may possess them. It is accordingly considered desirable that the Commission should have power to make a selection in this way without going through the formality of assigning every person who stands higher on the list, and having these rejected until a person with the desired qualifications is found.

Your Committee therefore recommends that subsection 1 of section 43 be amended so as to provide that selections for appointment shall be, as far as practicable, in the order of the names on the eligible list, but the Commission may, at the request of the deputy minister select any person who, in the opinion of the deputy minister, shows exceptional qualifications for any particular position or work.

7. In order that eligible lists will include only the names of such persons who have been examined by the Commission and found qualified, and without prejudice to the preference which the law allows to supernumerary employees mentioned in section 5,—

Your Committee recommends that subsection 2 of section 43 be amended accordingly.

8. The Act contains no definition of the word "Residence" and this has led to considerable difficulty in making appointments.

Your Committee recommends that subsection 3 of section 43 be amended so as to define the length of residence required before a candidate can be regarded as a bona-fide resident of the said locality and your Committee recommends that the length of residence be fixed at one year.

9. In questions of transfers and promotions, difficulty has often arisen as to what the range of compensation shall be, and for the purpose of more certainty in the interpretation of the law in that behalf, your Committee recommends that subsection 2 of section 45B be amended so as to provide that in the case of a transfer or promotion of a person in the Service to another position, the next higher rate in the range (if his present salary is not a rate in the new range) shall be granted only in the case of promotion. If the said transfer is made in the public interest the employee's removal expenses incurred by him as a result of said transfer shall be reimbursed to him.

10. It has been represented that in certain sections of the Dominion it is found impossible to secure employees at the minimum rates provided by classification. For example in remote points where the supply of the kind of help required is extremely limited, it is found that the prevaling rates of pay must be met. It is accordingly considered desirable to provide that the salary paid need not be restricted to the minimum rate of the salary provided by classification.

Your Committee therefore recommends that subsection 2 of section 45B be amended so as to enable permanent appointments at other than the minimum rate of salary in localities where the Commission finds the prevailing rate will not permit of appointments at the minimum.

11. As the law now stands at present, it provides that annual increases may be granted permanent employees upon the recommendation of the deputy head approved by the Commission. It is, however, considered that the amount of checking and clerical work necessitated by the submission of such recommendations to the Commission is exorbitant, and it is accordingly recommended that an amendment be made as stated in the preceding paragraph.

Your Committee therefore recommends that subsection 3 of section 45B be amended so as to provide that annual increases may be granted by the deputy head instead of by the Commission.

12. It has also been shown that there are certain classes of employees whose services are required for temporary work sometimes extending over one year, and in certain cases as far as two and three years, as for instance seasonal employees, audit clerks, and those employees taken on for the purposes of the Census. At present the regulations do not provide for statutory increase for these employees and your Committee is of the opinion that there is no reason for depriving these employees from statutory increase.

Your Committee therefore recommends that subsection 6 of section 45B be amended for that purpose by adding thereto the following words:

> "except in the case of census employees, seasonal employees, and audit election employees who shall be eligible during their three or two years' employment as the case may be, for increase in salary as provided in section 45B (3)."

13. Section 49 of the Act provides that any person may be appointed by a Minister of the Crown or other member of the Government to be his private secretary, and if such a person does not hold a permanent position in the Civil Service he may be paid such salary as the Governor in Council may prescribe. If he holds a permanent position in the Civil Service he may be paid an additional salary not exceeding $600 a year while so acting. The result of this section is that there is frequently an exceedingly wide margin between the salary received by a private secretary appointed from without the service, and that of a permanent member of the service selected for such a post. This margin is not covered by the $600 provided by the law, and it is considered desirable that an amendment should be made to provide for this condition.

Your Committee therefore recommends that subsection 1 of section 49 be amended by striking out all the words after the word "paid" in the seventh line thereof and adding immediately after said word "paid" the following words, "such additional salary whilst so acting as may be fixed by the Governor in Council."

15. Your Committee is of the opinion that in cases where revenue post offices are placed on a city basis, that the staffs of such offices should be granted Civil Service status on qualifying examinations. These employees have under the present law no right to be retained in their positions. In view of their experience in the work, it is considered that the usual age limits and the principle of competition should not apply, but that, if they are qualified for retention on the Post Office staff, they should be so retained subject to the certificate of the Civil Service Commission. Provided, however, that this shall apply only to employees who shall have been two years in the service or one year in the position held at the time the change is made.

Your Committee therefore recommends that the Civil Service Commission be given power to provide for regulations accordingly.

16. In considering the qualifications of applicants for positions in what is known best as the outside service, it was pointed out that the examination for light keepers does not cover a knowledge of signals nor the necessary ability to handle a boat in rough weather, which would make the appointee of value in lending assistance to ships in distress.

Your Committee therefore recommends to the Commissioners the advisability of amending the standard of qualifications for light keepers as set forth in the book of classification by adding thereto clauses to cover the applicant's knowledge of transmitting and interpreting signals to and from passing vessels, and the ability in seamanship necessary to assist vessels or sailors in distress.

Part Two

Former Committees restricted the hearing of evidence to departmental and Civil Service Commission representatives. Your Committee enlarged the scope of its evidence to hear representations on the operation of the Act from representatives of accredited Civil Service organizations.

As a result of this additional evidence, your Committee is of the opinion that in order to attract the proper class of citizens to the Civil Service, in order to create a feeling of contentment and loyalty to the Service, and in order to deal honestly and fairly with those who have given life service to the Government of the country, the recommendations contained in Part Two of the report should be given effect to.

It is admitted by all who have investigated Civil Service conditions, not only in Canada, but in other countries as well, that a superannuation scheme is an essential part of the regulative machinery. This conclusion is in accord with the experience of private corporations in dealing with large groups of employees.

The Superannuation Act which was in force up to the year 1898, and which remains in force so far as employees entering the service before that year are concerned, provides for retiring allowances to civil servants retiring by reason of disability or an attainment of age sixty and who have served in an established capacity in the Civil Service for ten years or upwards. Contributions to the fund are made by employees at the rate of 3½ per cent of salary in the case of contributors entering the service after April 1, 1893, and 2 per cent in the case of those entering the service before the said date. The superannuation allowance under the Act is one-fiftieth of the average salary for the last three years' service multiplied by the number of years' service not exceeding thirty-five

years. The maximum allowance is therefore 70 per cent of the average salary for the last three years of service.

This Act is defective in failing to provide for the continuance of a percentage of the retired employee's allowance to his widow or minor children after his death, or an allowance to his widow and children in the event of his death in service prior to retirement; and in failing to provide for the return of any portion of the employee's contributions on his voluntary retirement from the service. It is also defective in permitting in some cases an arbitrary addition to the actual period of service for the purpose of computing the allowance of a retiring employee. This provision appears to have been abused and a Bill repealing this provision has been presented at the present session.

In 1898, the Superannuation Act was replaced, so far as new entrants were concerned, by the so-called Retirement Act under which contributions of 5 per cent of the salary are required to be made by employees entering the service after April 1, 1898, which contributions have been accumulated at 4 per cent interest up to January 1, 1920, and at 5 per cent since that date. Under this Act, the accumulated contributions are payable to the employee on his retirement, or to his estate or to such persons as the Treasury Board determines in the event of his death while in the Civil Service. This Act is defective in providing for no contribution by the Government to the employee's retiring allowance, and in providing for a lump sum payment instead of annual allowance.

The general principles on which modern superannuation schemes are based appear to be fairly definitely agreed upon. The basis most favoured is that under which both the employees and the employer contribute to the support of the scheme, the entire cost as a rule being borne approximately equally by both. The benefits provided for include allowances on retirement after attainment of a stipulated age; allowances to widows and minor children in the event of the death of the employee during service or after retirement, the widow's allowance being usually one-half of the employee's allowance; and allowances to the employees on retirement from disability regardless of age. There is also usually provision made for the return of the employee's contributions without interest in the event of his voluntary retirement after a minimum period of service has been rendered.

Your Committee is of the opinion that the adoption of a superannuation scheme substantially on the lines of that above described would remove one of the greatest deterrents to efficiency and curtailment of staffs in many of the departments of the public service and it therefore recommends that such a scheme be adopted by Parliament at the earliest possible date.

Evidence submitted to your Committee by representatives of the various Civil Service organizations brought out the fact that considerable dissatisfaction existed among the civil servants with decisions on classification, promotion, salary adjustment, and other matters generally affecting the service. One of the principal causes for this dissatisfaction seems to be due to the lack of the existence of a permanent board to which the civil servant can appeal.

In the rapid growth of industry, great efficiency has developed, but those charged with the problems of organization and management have found that this could only be accomplished by securing the greatest co-operation of their employees. The war emphasized this essential factor. As a result there have been established in private enterprises many forms of industrial councils which give representation to the employee on questions affecting his welfare. The need in private enterprise for some plan of employee representation finds its counterpart in a similar demand from those engaged in the public service.

Your Committee has heard much valuable evidence on this subject; such plans as the Whitley Councils have been presented as giving to the civil servant a voice in the settlement of problems affecting his welfare. Your Committee

however, is unable, by reason of the diversity of evidence submitted, to recommend the acceptance of any definite plan now in existence as being adaptable to the conditions existing in this country under the present Civil Service Act.

After reviewing the evidence and considering the problem from its various angles, your Committee is impressed, however, with the necessity for the creation of some type of board on which the civil servant shall be represented so that the causes of complaint may be given fair consideration by those familiar with conditions in the service.

Your Committee therefore recommends that the Civil Service Commissioners be given power to establish without delay departmental personnel boards to be made up of an equal representation of the Civil Service Commission, the department, and departmental employees. These boards are to act in an advisory capacity in matters of classification, promotion, dismissal, salary revision, leave of absence, and other kindred problems affecting the welfare and efficiency of the departmental service.

The evidence submitted to your Committee discloses the urgent need of a general readjustment of salary. It has been pointed out in the evidence that complete reorganization should take place first, to be followed by reclassification of the personnel of the various departments and finally that a readjustment of the ranges of salary should be made, based upon the value and worth of the services rendered.

At the time of reclassification, it was felt that the salaries could not then be finally dealt with, and that a bonus should be added to meet the increased cost of living conditions; this did not constitute a permanent or satisfactory method of revising salaries, and it is felt that the salaries should be fixed on a permanent basis and the bonus eliminated.

Your Committee therefore recommends that, immediately after reorganization and reclassification has taken place, salary revision and adjustment be proceeded with without delay. Pending this revision the bonus is to be continued.

Considerable evidence has been taken on matters of classification and reorganization. The evidence discloses that the classification under the present system has caused considerable disturbance in the Civil Service, due to the lack of flexibility in the administration of the Act.

Your Committee feels that the creation of personnel boards, hereinbefore recommended, would furnish excellent means for the solution of some of the difficulties now experienced by civil servants in regard to the classification and other problems incidental to their work.

It is essential, in the opinion of this Committee, that the reorganization of those departments of the public service which have not thus far been reorganized, should be undertaken by the Civil Service Commission as early as possible, with a view to setting up an establishment suited to the requirements of each department. In order to make such action effective, the willing and hearty co-operation of the departments is regarded as absolutely essential.

The Commission, with the co-operation of the respective departments, should determine the nature of the establishment and the number of employees required to efficiently conduct the public business. Overlapping of activities in different branches of the same department or different departments should be eliminated and efforts along similar lines co-ordinated, resulting in increased efficiency and decreased cost.

Your Committee desires to call attention to the following extracts of Commissioner Jameson's evidence:—

"In order to make such action effective (i.e., reorganization) the co-operation of the departments would be an absolute necessity. It would have to be understood at the outset that all members of the service would be treated

fairly, and not thrown ruthlessly out on the street. The employees would fall into three categories: (1) Those who were efficient and whose time was fully occupied with their duties; (2) Those who were efficient, and yet were supernumerary to the requirements of the department; (3) Those who were ready for retirement under the Superannuation Act. I may say that there are many who believe that the service to-day is considerably overmanned in certain departments, and that a proper reorganization would disclose a large number of supernumeraries. To attempt such reorganization, however, without a superannuation Act and ample assurance that the employees who were found supernumerary would not be hurt, would in my opinion be an absolute failure. Not unnaturally the various chiefs of branches and heads of divisions would do their utmost to protect people who had rendered faithful service in the past, and nothing short of absolute co-operation between the Civil Service Commission and the department could attain the object in view or effect a substantial saving of public money.. .. ..By following the course outlined it can be seen that overmanning the departments would in a few years become a thing of the past. Incidentally, I am of the opinion that many millions of dollars would thereby be saved yearly and the efficiency of the service increased."

Your Committee therefore recommends that reorganization of those departments of the public service, which have not thus far been reorganized, should be undertaken by the Civil Service Commission without delay to facilitate the early application of a measure of superannuation, in co-operation with the deputy heads of the departments, with a view of setting up an establishment suitable to the requirements of each department.

RETURNED SOLDIERS PREFERENCE

Your Committee after hearing evidence from the representatives of the various soldier organizations, have given very careful consideration to the representations made for maintaining the preference to returned soldiers contained in the present Act, and feel that this preference should be maintained.

DEPUTY MINISTER'S REPORT

During the year 1922, a committee of deputy ministers was formed at the instance of the Government to consider matters affecting the Civil Service of Canada. During the course of the hearing, the report of this committee of deputy ministers was produced and is printed on page 785 of this evidence. The Commissioners do not concur in the suggested modifications contained in this report.

Your Committee feel that this report was conceived for the sole purpose of promoting efficiency in the Civil Service, yet it cannot but feel that the Commissioners are *bona fide* in their objections to this report.

Your Committee recommends that at the earliest possible date a conference towards greater efficiency in the service be held between the Commissioners and the deputy ministers for the purpose of arriving at an understanding over the matters therein set out.

SUBMISSION TO TREASURY BOARD OF PROPOSED AMENDMENTS

Your Committee begs leave to call attention to section 37 of the present Act.

" The Commission may make such regulations as it deems necessary for the carrying out of this Act. Such regulations and all other regulations made under this Act shall be subject to the approval of the Governor in Council, and shall be published in the Canada Gazette (1919, 2 Sess., c. 10)."

APPENDIX No. 5

Your Committee begs leave to recommend that before the recommendations of the Civil Service Commissioners making changes or modifications in the regulations of the present Act are approved by Council, that these recommendations be submitted to the Treasury Board, so that the various heads of the departments may have opportunity to consider the proposed amendments.

During the course of the present inquiry, Mr. Clarence Jameson, one of the Civil Service Commissioners, called your Committee's attention to the granting of rewards for meritorious service. Your Committee heartily approves of this suggestion, and begs leave to quote the following extract from the evidence submitted by Mr. Jameson.

"The principle of giving national recognition to those who render some signal service to humanity through scientific research and discovery, which unhappily seems to be more honoured in the breach than in the observance, should, I think, be quickened, and extended to those in the public service. The case of Dr. Saunders of Marquis Wheat fame may be cited as an illustration. The Civil Service Act might very properly make provision for such distinguished public employees, and some substantial financial reward by way of annuity for life, would, I believe, in such circumstances, meet the hearty approval of the people of Canada. The danger, of course, would be that if the door were opened to suitable recognition of the deserving person, the charlatan and wire-puller would also appear upon the scene. To guard against abuse of the system therefore, some ample and effective check would doubtless be essential. There would probably require to be some open method above taint or suspicion of favouritism for determining what persons should from time to time be so recognized."

Your Committee recommends that the Governor in Council give special consideration to this recommendation for the purpose of making such changes to the Civil Service Act as may be required to at once give effect to this recommendation.

MEMBERS OF ADVISORY BOARD, ETC., TO TAKE OATH

It appears by the evidence that members of the advisory board, when called upon by the Commission to make recommendations for appointments or promotions are not called upon to take an oath. It appears also that for the purpose of making certain appointments, the Civil Service Commission may enlist the services of certain government employees for the purpose of making recommendations in matters of appointments and promotions, and that these employees also are not sworn.

Your Committee is of the opinion, that a new section should be added to the present Act providing that the members of the advisory board and such employees as are hereinbefore referred to should be sworn to the faithful performance of their duty.

SUGGESTIONS AND RECOMMENDATIONS REGARDING CO-ORDINATION

Your Committee is impressed with the necessity of co-ordinating and harmonizing the various departments of the public service into one efficient administrative unit in order to prevent duplication and overlapping and to eliminate over-staffing.

Some progress has been made, but your Committee is convinced that the fullest efficiency can only be secured by definitely charging some central authority with this important task. The Prime Minister, it is suggested, is the proper authority to act as the co-ordinating head and business manager of all Government services, but the serious and grave responsibilities attached to his office,

particularly with reference to government policies, would probably make it necessary that this duty should be delegated to an expert, in the same manner that the Government has delegated its responsibility in connection with the management of government railways. Such an expert could be also entrusted with the duty of supervising public purchasing and contracts, with a view of securing business efficiency.

In this connection, your Committee's attention has been directed to the recommendation of the fourth report published in 1914 of the last Royal Commission appointed to investigate the British Civil Service. In order to establish a controlling authority, the Commission recommended "the creation within the Treasury Board of a special section for the general supervision and control of the Civil Service (1) To carry out inquiries and investigations into any matters connected with departmental administration and method of working, and, (2) To bring to the notice of heads of departments concerned any matter of importance for them to know, with its recommendations."

Another proposal which merits exploration, is an appropriate adaptation of the so-called "Business Manager Plans" which has evoked universal commendation in its application to municipal government.

Your Committee has not had sufficient opportunity or time at its disposal to give this matter the serious consideration it deserves, and therefore recommends that the Civil Service Commission do forthwith, under the powers set out in subsection 4 of section 4 of the Civil Service Act, analyze and investigate the best methods of co-ordinating and harmonizing the various government departments into one organized administrative body, with a view to the elimination of duplication and overlapping in services and in order to eliminate and prevent any overmanning and to report thereon to the Governor in Council.

EXEMPTIONS

Your Committee is impressed with the necessity of having most careful consideration given to recommendations from the Commission requesting exemptions of positions from the operation of the Act. It is noted that in the case of former exemptions the Commissioners were not always unanimous in their requests for exemptions.

Your Committee therefore recommends that hereafter should the Commissioners find it advisable to exclude any further position from the operation of the Act, and should the Commissioners not be unanimous in their request, that the dissenting Commissioner shall carefully set out his objections to the requested exemption and that such objections as set out shall form part of the record to be submitted to the Governor in Council.

Your Committee further recommends that any recommendation to exclude as stated above shall be forwarded to the Prime Minister with the statement of objections attached, and that both the recommendation to exclude and the objections be fully considered by the Governor in Council, before any Order in Council be passed confirming the exemptions.

Your Committee is of the opinion that the two fundamental principles of the Civil Service Act are the merit system and the system of appointment by competitive examination, and that both these principles must be prescrved. Under the existing Civil Service Act, the responsibility for economy and efficiency in the public service rests jointly on the Civil Service Commission and the heads of departments, and an improvement in the efficient and economical operation of the service can only be effective by the joint action of both. Therefore, in this report, your Committee have emphasized the need of co-operation, and have provided amendments which in the opinion of the witnesses will improve the Act towards greater flexibility.

APPENDIX No. 5

Your Committee has further suggested proposals for improving the status of the civil servants, in the hope that this improved status will make for a greater efficiency in the service.

Your Committee wish to express their belief that with the earnest co-operation of all parties interested, the Civil Service Act will function more successfully as time goes on, and that eventually the service will be brought to such a high state of efficiency that it will be a credit to both the departments and the Civil Service Commission and satisfactory to the employees.

Your Committee recommends that the Order of Reference, Proceedings and evidence given before the Committee, together with a suitable synoptic index to be prepared by the Clerk of the Committee, be printed as an appendix to the Journals of the House of the present session, and be printed in blue-book form for distribution and that rule 74 be suspended in reference thereto.

All which is respectfully submitted.

JAMES MALCOLM,
Chairman.

For motion to concur in the adoption of the Second and Final Report, see Journals at page 608; also Debates (unrevised edition) at page 4749.

MINUTES OF THE PROCEEDINGS

HOUSE OF COMMONS, CANADA,
COMMITTEE ROOM 424,
WEDNESDAY, March 14, 1923.

The Special Committee appointed to inquire into the operation of Chapter 12, 8-9 George V, an Act respecting the Civil Service of Canada, met this day for organization at 11 o'clock, a.m., when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, Garland (Carleton), McBride, McKillop, McMurray, Malcolm, Martell, Rinfret, Shaw, Simpson.

On motion of Mr. Martell, seconded by Mr. Rinfret, Mr. Malcolm was chosen Chairman, and, on taking the chair, he, after returning thanks for the honour so conferred, outlined what he conceived to be the duties of the Committee.

Debate followed.

On motion of Mr. Brown, it was resolved that Mr. Foran, Secretary Civil Service Commission, be summoned to appear as a witness at the next meeting of the Committee.

On motion of Mr. Shaw, it was resolved that a report be made to the House, recommending that the powers of the Committee be so extended as to warrant it in making recommendations looking toward an improved Act and a more efficient Civil Service.

On motion of Mr. Chevrier,—Ordered that each member of the Committee be supplied with undermentioned reports, acts, etc.: Civil Service Amendment Act, 1908; Civil Service Act of 1918 and amendments; Rules and regulations of Civil Service Commission and amendments to date; Report of Civil Service Commission for last year; Report on workings of Inside Service, 1919; Report by Deputy Minister and Report and Evidence Spinney Bill.

By general consent, the clerk was instructed to procure portfolios that the correspondence and papers of the members, due to Committee, might be kept separate.

On motion of Mr. Chevrier,—Ordered that a report be made to the House recommending that Committee be empowered to sit while House is in session.

The Committee adjourned to meet Monday next at 11 o'clock, a.m., when Mr. Foran, Secretary of Civil Service Commission, will give evidence.

MONDAY, March 19, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 11 o'clock, a.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:-

Messrs. Carmichael, Chevrier, Copp, Hughes, Garland (Carleton), McBride, Malcolm, Martell, Marcil (Bonaventure), Parent, Shaw.

In accordance with an order of last meeting, Mr. Foran, Secretary of the Civil Service Commission, appeared, was sworn, and made a statement respecting

the procedure employed by the Commission. Mr. Foran read the following into his evidence:—

A circular letter respecting the appointment of Rural Postmasters, and

An Order in Council, dated February 13, 1918, "extending the principles of the present Civil Service Act to the Outside Service and thus to abolish patronage and to make appointments to the Public Service upon the sole standard of merit," etc.

Mr. Foran was cross-examined by members of the Committee while making his statement.

It being one o'clock the Committee adjourned to meet at ten a.m., tomorrow, when Mr. Foran will make further explanations.

TUESDAY, March 20, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 10 o'clock, a.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, Garland (Carleton), McBride, McKillop, McMurray, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, Simpson.

Mr. Foran continued making statement and during the progress of which the following papers were filed:

Memorandum respecting population and revenue of city post offices.

Memorandum showing classes of positions for which the competitive examination feature consists mainly of an oral examination of the candidates conducted for the Commission by departmental officials, Rural Postmasters, Lightkeepers in the lower grades, Lockmen and Bridgemen in the Canal Service, Forest Rangers and Fire Guardians, Caretakers and Watchmen, Minor Fishery Officials, such as Fishery Guardians, Hatchery Helpers, etc. Minor Officials in the Signal and Meteorological Services.

Papers showing,

1. List of positions excluded, in whole or in part, under the provisions of Section 38 (*b*) from the operation of The Civil Service Act, 1918, as amended by Chapter 22, 11-12 Geo. V.
2. List showing the distribution of departments among the three Civil Service Commissioners.
3. Copy of Resolution of the Civil Service Commission approving the present procedure in connection with the appointment of rural postmasters.
4. Chart showing the present procedure in connection with the appointment of rural postmasters.
5. Copy of Order in Council, dated February 28, 1918, defining the extent of the jurisdiction of Order in Council, P.C. 358, of the 13th February, 1918.
6. Statement showing the approximate number of positions in the Department of Marine and Fisheries with salaries at less than $200 per annum.

Mr. Foran agreed to provide Committee with copy of eligible list.

The Committee took recess till 3.30 p.m., when it reassembled with the following members present:—

Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, Garland (Carleton), McBride, McKillop, McMurray, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, Simpson.

APPENDIX No. 5

Examination of Mr. Foran resumed.

Mr. R. Patching, Chief of Correspondence and Statistics Branch of Civil Service Commission, called and sworn, and examined by Mr. Chevrier and others.

Mr. Clarence V. Putman, Chief of Organization Branch of Civil Service Commission, sworn, and examined by Mr. Chevrier and others.

Examination of Mr. Foran resumed.

The Committee adjourned to 3.30 p.m., to-morrow, Mr. Bland, Asst. Secretary and Chief Examiner, then to be witness.

WEDNESDAY, March 21, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 3.30 p.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, Garland (Carleton), McBride, McKillop, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, Simpson.

The Committee being called to order, Mr. Foran, in accordance with previous promise, took the stand and handed in the following papers:

"List of Classes of Positions recommended for exemption from the operation of The Civil Service Act by the various departments" (See Appendix—Exhibit "A".)

Also a "Statement of operations under the Order in Council of the 16th December, 1920 (P.C. 2958), as amended by Order in Council of the 22nd October, 1921 (P.C. 3895), up to the 31st December, 1922." (See Appendix—Exhibit "B".)

Mr. C. H. Bland, Assistant Secretary and Chief Examiner, Civil Service Commission, was called and sworn, and examined by Mr. Martell, Mr. Chevrier and others.

Witness stood aside.

Mr. J. R. A. Baril, Head French Examiner, Civil Service Commission, sworn and examined by Mr. Martell.

Mr. Arthur Thiverge, Head of Assignment Branch, Civil Service Commission, sworn and examined by Mr. Chevrier.

Witness stood aside.

The Committee adjourned till 10 a.m. to-morrow.

THURSDAY, March 22, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 11 a.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, McBride, McKillop, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, Simpson.

The Committee being called to order, Mr. Foran, in accordance with previous promise, took the stand and handed in the following papers:

A memorandum showing the number of persons employed (also salaries) by the Soldier Settlement Board, Soldiers' Civil Re-establishment, Board of Pensions Commissioners and Income Tax Branch.

The following senior examiners were jointly and severally sworn:

Miss R. M. Walker, Miss J. G. Reid, Miss M. C. Guthrie and Messrs. J. L. Bouchard, A. C. Kemmis, C. E. Garrett, J. W. Bourbonnais, R. Morgan, H. R. McNaughton, S. G. Nelson and W. S. Watson .

The first five mentioned were examined by Mr. Chevrier and others; the remaining six to be examined to-morrow forenoon.

On motion of Mr. Marcil (Bonaventure) it was resolved that Messrs. Chevrier, Rinfret, Copp, Simpson, Brown and Shaw be a Special sub-Committee to assist the Chairman of the Committee in disposing of the correspondence, returns and other papers submitted, and also to assist in the matter of selecting witnesses as well as the general management of the Committee.

The Committee adjourned to meet at 10 a.m. to-morrow.

FRIDAY, March 23, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 10 a.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, Garland (Carleton), McBride, McKillop, McMurray, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, Simpson.

The sub-committee reported that Mr. Rinfret had been chosen chairman; that duly appointed representatives of the different Civil Service organizations are to be first called as witnesses, local representative to be called first; that all correspondence from individuals, re working of Civil Service Act, to be disposed of by chairman of sub-committee; a complete programme respecting calling of witnesses to be submitted at future date.

At this point, the Chairman withdrew, Mr. Marcil taking the chair.

The following senior examiners were examined by Mr. Chevrier: Messrs. R. Morgan, W. S. Watson, S. G. Nelson and N. R. McNaughton.

At this juncture, Mr. Chevrier moved that the Committee be furnished with a complete set of papers and documents relating to the appointment of Seed Grain Analysts in cases where there is an advisory board or the advisory board advising; in the case where the departmental official deals with it alone and what he does; if he sets any paper, the nature of the paper he has set in the past examination and the rating sheets showing how it is rated.

Mr. Foran was recalled and examined by Mr. Hughes respecting departments not under the jurisdiction of the Civil Service Commission.

Mr. Martell asked whether the Committee had power to exclude persons during examination of a witness. The Chairman expressed the belief that the Committee had power to exclude in such a case.

Mr. Chevrier filed papers marked "Number 1."

The Committee adjourned until 10 a.m., Monday, March 26.

APPENDIX No. 5

MONDAY, March 26, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 10 o'clock, a.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:—

Messrs. Brown, Chevrier, Drummond, Garland (Carleton), McBride, McKillop, Malcolm, Marcil (Bonaventure), Parent, Shaw, Simpson.

On motion of Mr. Parent,—it was ordered that the following papers be printed as part of evidence:—

1. List of positions excluded, in whole or in part, under the provisions of Section 38 (*b*) from the operations of The Civil Service Act, 1918, as amended by Chapter 22, 11-12 Geo. V.
2. List showing the distribution of departments among the three Civil Service Commissioners.
3. Copy of Resolution of the Civil Service Commission approving the present procedure in connection with the appointment of rural postmasters.
4. Chart showing the present procedure in connection with the appointment of rural postmasters.
5. Copy of Order in Council dated February 28, 1918, defining the extent of the jurisdiction of Order in Council, P.C. 358, of the 13th February, 1918.
6. Statement showing the approximate number of positions in the Department of Marine and Fisheries with salaries at less than $200 per annum. (See Appendix—Exhibits "C" to "C4".)

On motion of Mr. Shaw,—it was ordered that a return be produced showing:—

1. Number of returned soldiers, including disability cases, appointed to permanent and temporary positions by the Civil Service Commission during each of the last three years.
2. Percentage of returned soldiers, including disability cases, appointed by Civil Service Commission during each of the last three years.
3. Percentage of returned soldiers, including disability cases, appointed in 1922 by departments to positions exempted from the operation of the Civil Service Act.

On motion of Mr. Brown,—it was ordered that a return be produced showing the number of male and female employees during each of the years 1919 to 1922 employed in the Income Tax Department, and for a return showing the percentage of returned soldiers, including disability cases, appointed during said period to the Income Tax Department.

Mr. A. C. Campbell, President of the Civil Service Association, sworn and examined by Mr. Chevrier and others.

Mr. J. H. Ryan, Vice-President of the Civil Service Association, sworn and examined by Mr. Chevrier and others.

On motion of Mr. Chevrier, the Chairman was empowered to ascertain whether a new Superannuation Act had passed Council and report finding to Committee.

On motion of Mr. Parent,—it was ordered that the clerk provide each member of Committee with a copy of the Civil Service Act, 1918, as amended by Chapter 10 of Statues of 1919, 2nd Session with an index.

The Committee adjourned to 10 a.m., to-morrow.

TUESDAY, March 27, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 10 a.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Drummond, Hughes, Garland (Carleton), McBride, McKillop, Malcolm, Marcil (Bonaventure), Martell, Parent, Shaw, Simpson.

Major McKeand, President of the Civil Service Federation of Canada, sworn. The witness read a lengthy statement, expressive of the views held by the executive of the said Federation. He was thereon examined by members of the Committee.

It being one o'clock, the Committee adjourned to meet at 8 p.m., this evening.

Evening Sitting

The Committee re-assembled at 8 p.m., Mr. Malcolm, the Chairman, presiding and the following members present:—

Messrs. Brown, Carmichael, Chevrier, Copp, Drummond, Hughes, Garland (Carleton), McBride, McKillop, McMurray, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, Simpson.

The examination of Major McKeand was resumed, Mr. Shaw examining.

The witness retired.

Miss E. L. Inglis, Second Vice-President of Federation, sworn, and examined by the Chairman and others respecting superannuation, etc.

The witness retired.

Mr. Chas. Blue, Chief of Committee Reporters, was called. The hearing of Mr. Blue was postponed on the ground that he would have fuller information at a later date.

The Committee adjourned to meet at 10 a.m., Tuesday, April 10.

TUESDAY, April 10, 1923.

The Special Committee on the Civil Service Act of Canada met this day at 10 a.m., Mr. Marcil (Bonaventure), presiding, when the following members were present:—

Messrs. Chevrier, McBride, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw and Simpson.

Mr. George A. Mountain, Chief Engineer of the Board of Railway Commissioners of Canada, and President of the Professional Institute of the Civil Service of Canada, was called and sworn. After he had read a statement, he was examined by Messrs. Chevrier, Rinfret and Shaw.

Witness retired.

Dr. J. M. Swain, Associate Entomologist of the Department of Agriculture, was called and sworn. He read a statement respecting reclassification and was examined by Mr. Chevrier.

Witness retired.

APPENDIX No. 5

Mr. H. C. House, Statistical Clerk, Department of Labour, was called and sworn. He laid on the table a file of newspaper clippings respecting alleged propaganda.

Witness retired.

Mr. F. W. Patterson, Assistant Director of Experimental Farms, was called and sworn. He read a lengthy statement entitled "Statement as to Steps Required to increase efficiency in the Federal Civil Service." While he was on the stand, the following unread papers were ordered printed into the record, namely:—"Supplementary Statement on joint Councils and Office Management" and "Draft Constitutions for Joint Councils." (See Appendix—Exhibits "J" and "J1".)

On motion of Mr. Parent,—it was ordered that papers relating to the classification of Miss Corinne Dorion, Clerk-Stenographer, Public Works Department, Quebec, and Mr. J. E. Gagnon, Civil Engineer, Department of Public Works, Quebec, be produced for the use of the Committee.

On motion of Mr. Shaw,—it was ordered that the Report of the Deputy Ministers made to the Cabinet regarding the Civil Service and referred to by the Prime Minister in his Address before the House, be produced for the use of the Committee.

The Committee adjourned, to meet at ten o'clock, a.m., April 11.

WEDNESDAY, April 11, 1923.

The Special Committee on The Civil Service Act of Canada met this day at 10 a.m., Mr. Malcolm, the Chairman, presiding, when the following members were present:—

Messrs. Chevrier, Drummond, Hughes, Garland (Carleton), McBride, McKillop, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, and Simpson.

Mr. F. W. Patterson again appeared and, in detail, construed his statement of yesterday.

The Committee adjourned at one o'clock, to meet at three.

Afternoon Sitting

The Committee re-assembled at 3.15, Mr. Malcolm presiding, and the following members present:—

Messrs. Chevrier, Hughes, Garland (Carleton), McBride, McKillop, Martell, Parent, Rinfret, Shaw, and Simpson.

Mr. F. W. Patterson further explained.

The Committee adjourned to meet at eight o'clock p.m., Thursday, April 12.

THURSDAY, April 12, 1923.

The Special Committee on The Civil Service Act of Canada met at eight o'clock, p.m., Mr. Marcil, presiding, when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Garland (Carleton), McBride, McKillop, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, and Simpson.

Mr. Rinfret presented the Second Report of the sub-Committee, as follows:—

"Any organization of Civil Servants will be heard, their brief considered or Ottawa representatives of their organization heard, without expense.

"Whereas this Committee was appointed for the purpose of inquiring into the operation of the Civil Service Act, that the said Committee should entertain all individual complaints in connection with the workings of the Civil Service Act, provided the said complaints be made in writing and signed by complainants."

Mr. F. W. Patterson again on the stand.

Witness retired.

The Committee adjourned to meet at 10 a.m., to-morrow, Friday, April 13.

FRIDAY, April 13, 1923.

The Special Committee on The Civil Service Act of Canada met at 10 o'clock a.m., Mr. Marcil, presiding, when the following members were present:—

Messrs. Brown, Carmichael, Chevrier, Drummond, Hughes, McBride, McKillop, Malcolm, Marcil (Bonaventure), Martell, Parent, Shaw, and Simpson.

Mr. H. C. House was re-called. He explained the working of joint councils.

Witness retired.

On motion of Mr. Martell,—it was ordered that the Civil Service Commission be requested to produce a return showing the total number of Advisory Boards appointed in Canada since the inception of the principle of Advisory Boards, and also the number of Advisory Boards since their inception, that have dealt with appointments of a similar nature; that is, showing for instance the number of Boards that have dealt with the appointments of lawyers, doctors, chemists, engineers, with the personnel of said Boards in each case.

On motion of Mr. Chevrier,—it was ordered that the following papers be produced for the use of the Committee:—

First, the personnel of every Advisory Board that sat in Ottawa since the formation of Advisory Boards, giving,—

1. The names on each and every occasion composing the Board;
2. The object for which they sat, and
3. The result showing,—

(1) the name of the party recommended;

(2) the approval or rejection by the Civil Service Commission.

The Committee then adjourned to meet again at 8 o'clock p.m., this evening.

Evening Sitting

The Committee met at 8 o'clock, Mr. Brown, presiding, and the following members present:—

Messrs. Brown, Carmichael, Chevrier, Drummond, McBride, McMurray, Malcolm, Shaw, and Simpson.

APPENDIX No. 5

J. A. Elrick, Letter Carrier, Winnipeg, called and sworn and examined by Messrs. Chevrier, Shaw, and others, relating to the matter of "patronage" and the question of "Whitley" Councils.

Witness discharged.

The Committee adjourned until Monday, April 16, at 10 o'clock a.m.

MONDAY, April 16, 1923.

The Special Committee on The Civil Service Act of Canada met at 10 o'clock a.m., Mr. Malcolm, the Chairman, presiding, and the following members present:—

Mesrs. Brown, Carmichael, Chevrier, Drummond, Garland (Carleton), McBride, McKillop, Marcil (Bonaventure), Malcolm, Martell, Rinfret, Shaw, and Simpson.

Mr. J. A. Elrick was re-called, and submitted a copy of a letter addressed to the Prime Minister, dated Winnipeg, March 2, 1923, in respect to the "Cost of Living" bonus.

Mr. Ralph Hodgson, President of the Ottawa Branch Amputation Society, was called and sworn.

Examined by Mr. Chevrier and others, re preference given to disabled returned men in the Service.

Mr. H. L. Burmester, Secretary-Treasurer of the Ottawa Branch Amputation Society, was called and sworn.

Examined by Mr. Chevrier and others, re grievance in his case; also as to positions held by women in the Service.

On motion of Mr. Brown,—it was ordered that the Civil Service Commission be requested to produce all Papers relating to the application and appointment at Vancouver of Mr. Burmester as Assistant Gauger.

Mr. J. C. O'Connor, Member of the Executive of the Civil Service Federation of Canada, was called and sworn.

Examined by Messrs. Chevrier, and Shaw, re the "Merit" system and the question of superannuation.

The Committee then adjourned until 8 o'clock p.m.

Evening Sitting

The Committee met at 8 p.m., Mr. Malcolm presiding, and the following members present:—

Messrs. Brown, Chevrier, Drummond, McBride, McKillop, Malcolm, Marcil (Bonaventure), Rinfret, and Shaw.

Miss Grace Reynolds, Audit Clerk in the Auditor General's Department, and President of the Halcyon Club for Women, was called, sworn, and examined in regard to classification and salaries of women in the Service.

Miss F. M. Burt, Sugar Tester in the Customs Department, and a member of the Legislation Committee was called, sworn, and examined in regard to the provisions contained or to be contained in the proposed Superannuation Bill for the dependents of women who are members of the Civil Service.

Mr. Charles S. Blue, Chief of the Committee Reporters, was called, sworn, and examined relating to the present classification of the Committee Reporters. Mr. Blue also read a statement.

The Committee then adjourned until 8 p.m., to-morrow.

TUESDAY, April 17, 1923.

The Special Committee on The Civil Service Act of Canada met at 8 p.m., the Chairman, Mr. Malcolm, presiding, and the following members present:—

Messrs. Brown, Carmichael, Chevrier, Drummond, Garland (Carleton), McBride, McKillop, Malcolm, Marcil (Bonaventure), Parent, and Rinfret.

Mr. T. G. Matheson, president of the Dominion Public Works Federation, called and sworn, was examined in respect to classification of positions. Mr. Matheson also read a statement regarding his own position and communications which he had received from the Commission.

Mr. S. McGarry, secretary of the Dominion Public Works Federation, called and sworn, was examined in regard to salaries and conditions of certain classes of civil servants as a result of the present classification.

Mr. Robert Colvin, president of the Dominion Customs and Excise Officers Association, called and sworn, was examined in respect to some of the features of the "Merit" system. Mr. Colvin also read a statement presenting the views of the Association of which he is a member.

Mr. T. H. Burns, secretary-treasurer of the Dominion Customs and Excise Officers Association, called and sworn, was examined upon the subject of competitive examinations.

Mr. James Foley, a member of the Dominion Customs and Excise Officers Association, called and sworn, was examined in respect to the prevailing rates of pay.

The Committee then adjourned until Thursday, April 19, at 10 o'clock a.m.

THURSDAY, April 19, 1923.

The Special Committee on The Civil Service Act of Canada met at 10 o'clock a.m., the Chairman, Mr. Malcolm, presiding, and the following members present:—

Messrs. Brown, Carmichael, Chevrier, Drummond, Garland (Carleton), McBride, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, and Simpson.

Mr. C. G. MacNeil, representing the Great War Veterans Association and the Dominion Veterans Alliance, called and sworn, was examined in respect to the procedure adopted by which ex-service men may secure positions in the Civil Service. Mr. MacNeil, in the course of his examination, produced statistics relating to the number of "handicapped" cases and amount of disability ratings received by them.

Mr. MacNeil stood aside.

Mr. George W. Dix, a member of the Great War Veterans Association, called and sworn, was examined in regard to applications of ex-service men to

compete at examinations for positions in the Civil Service. In the course of his examination, Mr. Dix also referred to the cases of Mr. Shearer and Mr. Carrière.

Mr. Dix stood aside, and Mr. MacNeil's examination was resumed in respect to a certain "patronage committee." Mr. MacNeil, in the course of his examination, referred particularly to the cases of Henry Armstrong, Ernest Roberts, C. A. Bennett and others. He also read a letter received from the secretary of the Commission relating to the services given the Commission by the Government Employment Offices.

The Committee then adjourned until 8 p.m. this day.

Evening Sitting.

THURSDAY, April 19, 1923.

The Committee met at 8 p.m., Mr. Malcolm presiding and the following members present:—

Messrs. Brown, Carmichael, Chevrier, Drummond, Garland (Carleton), McBride, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, and Simpson.

On motion of Mr. Shaw,—it was ordered that the Civil Service Commission produce for the use of the Committee, their file showing "exemption order" contained in Privy Council Order No. 1053.

The examination of Mr. MacNeil resumed in regard to the question of procedure in the matter of temporary appointments.

Mr. MacNeil retired.

Major D. L. McKeand was re-called for further examination. In the course of his examination, Major McKeand produced and read certain minutes of the Civil Service Federation of Canada relating to a statement previously submitted in respect to the "Board of Hearing." Major McKeand also produced a financial statement of the Federation of which he is president.

The Committee then adjourned until call by the Chair.

TUESDAY, May 1, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m., the Chairman, Mr. Malcolm presiding, and the following members present:—

Messrs. Chevrier, Carmichael, Drummond, Garland (Carleton), McBride, Malcolm, Marcil (Bonaventure), Parent, Rinfret, and Shaw.

Mr. W. S. Dobbs, a member of the Dominion Executive of the Amputations Association and president of the Toronto Branch, called and sworn, was examined in respect to the support which he gave relating to the seven recommendations which had been presented by Mr. C. G. MacNeil to the Committee. Mr. Dobbs also referred to the Orders in Council, Nos. 2958, 3895, 2944, and 4432.

Sir Joseph Pope, Under-Secretary of External Affairs, called and sworn, was examined in respect to the present Civil Service Law. In the course of his examination, Sir Joseph read a memorandum covering a letter which he had

addressed to Mr. W. W. Cory, the Chairman of a meeting of the Deputy Ministers, setting forth his views in regard to the system under which the Civil Service Commission operated.

Sir Joseph retired.

Mr. Thomas Mulvey, Under-Secretary of State, called and sworn, was examined in respect to the present organization of the Civil Service Commission, and the difficulties met with under the present system in departmental administration.

Mr. Mulvey retired.

On motion of Mr. Shaw,—it was ordered that the Civil Service Commission produce a list of the promotions made in the Department of the Secretary of State.

The Committee then adjourned until 10 o'clock a.m., to-morrow.

WEDNESDAY, May 2, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., the Chairman, Mr. Malcolm presiding, and the following members present:—

Messrs. Brown, Chevrier, Drummond, Garland (Carleton), McBride, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, Shaw, and Simpson.

Mr. J. B. Hunter, Deputy Minister of Public Works, called and sworn, was examined regarding the operation of the Civil Service Act in its relation to classification, appointments and the many classes of employment in the Department of Public Works.

Mr. Hunter retired.

Mr. Joseph Grisdale, Deputy Minister of Agriculture, called and sworn, was examined relative to appointments, promotions, transfers, retirements and discipline under the Civil Service Act.

The Committee then adjourned until Friday, May 4, at 10 o'clock a.m.

FRIDAY, May 4, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 o'clock a.m., Mr. Marcil presiding, and the following members present:—

Messrs. Brown, Chevrier, Drummond, Lewis (substituting Mr. Carmichael), McBride, McKillop, Marcil (Bonaventure), Martell, Parent, Rinfret, and Simpson.

Mr. Rinfret for the special sub-Committee reported that they had agreed to recommend that individual complaints should hereafter be presented in writing, that same be classified and filed with the clerk of the Committee.

Mr. E. L. Newcombe, Deputy Minister of Justice, called and sworn, was examined relative to the present Civil Service law, its provisions governing competitive examinations with special reference to Sections 38 and 43 thereof.

Mr. Newcombe retired.

Mr. Alex. Johnston, Deputy Minister of Marine and Fisheries, called and sworn, was examined relative to the appointments made to the staff of the

Department of Marine and Fisheries, the "Merit" system in respect to promotions, and the exemption lists.

It being one o'clock, Mr. Rinfret moved that the Committee rise to sit again at 3.30 p.m., this day. Motion carried.

Afternoon Sitting

FRIDAY, May 4, 1923.

The Committee re-assembled at 3.30, but owing to the illness of the proposed witness (Mr. Coolican), of the Post Office Department, and as no other witnesses were available to enable the Committee to proceed, Mr. Marcil, the Acting Chairman, suggested that the Committee adjourn.

The Committee adjourned until Tuesday, May 8, at 10 o'clock a.m.

TUESDAY, May 8, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., the Chairman, Mr. Malcolm presiding, and the following members present:—

Messrs. Copp, Drummond, Lewis, McBride, Malcolm, Marcil (Bonaventure), Parent, Rinfret, Shaw, and Simpson.

Mr. P. T. Coolican, Acting General Superintendent of the Post Office Department, called and sworn, was examined relative to the operation of the Civil Service Act, its benefits in regard to appointments, promotions and the activities of the Commission, generally, so far as the Post Office Department was concerned.

Mr. Coolican retired.

Mr. George J. Desbarats, Acting Deputy Minister of the Department of Defence, called and sworn, was examined relative to dismissals in his department, the question of a Superannuation Act, the Calder Act, and classification.

Mr. Desbarats retired.

It being one o'clock, the Committee adjourned until 8 o'clock p.m., this day.

Evening Sitting

TUESDAY, May 8, 1923.

The Committee re-assembled at 8 p.m., the Chairman, Mr. Malcolm presiding, and the following members present:—

Messrs. Chevrier, Drummond, McBride, McKillop, Malcolm, Martell, Parent, Rinfret, Shaw, and Simpson.

Mr. F. A. Acland, Deputy Minister of Labour and King's Printer, called and sworn, was examined relative to the duties of the Officers and employees in the Departments of which he was the Deputy Head. Mr. Acland also referred to the questions of promotions, appointments, and the exemption of certain positions from the operation of the Civil Service Act.

Mr. Acland retired.

Mr. John C. Saunders, Deputy Minister of Finance, called and sworn. In the course of his examination, Mr. Saunders read a statement relative to the principle laid down in the Act in the matter of appointments, also a synopsis of a memorandum prepared for the Hon. Mr. Fielding.

On motion of Mr. Chevrier,—it was ordered that the Memorandum of Mr. Edward E. Bridges of the Treasury Branch in Great Britain to which Mr. Saunders referred in the course of his examination, relative to "Whitley Council" and the staff regulations of the British Civil Service, be printed in the report. (*See* Appendix—Exhibit "K", submitted by Mr. Saunders).

The Committee then adjourned until Wednesday, May 9, at 3 o'clock, p.m.

WEDNESDAY, May 9, 1923.

The Special Committee on the Civil Service Act of Canada met at 3 p.m., the Chairman, Mr. Malcolm, presiding, and the following members present:—

Messrs. Chevrier, Drummond, Garland (Carleton), Lewis, Malcolm, McBride, McKillop, Rinfret, and Shaw.

Mr. J. C. Saunders was re-called and further examined relative to a difficulty in securing proper help during the conversion loan period at the Finance Department.

On motion of Mr. Rinfret,—it was ordered that the "Report of the Deputy Ministers" dated the 4th of December, 1922, be printed as an appendix to the evidence given this day. (*See* Appendix—Exhibit "L".)

Mr. George Bull, ex-member of the staff in the Accounting Branch of the Department of Militia and Defence, called and sworn, was examined relative to an alleged over-manning in the various departments. In the course of his evidence, Mr. Bull asked leave to file two documents in support of his statement.

Mr. Bull retired.

Mr. C. W. Saral, Special Investigator in the Records Branch, called and sworn, was examined in respect to the position of the temporary employees in the Civil Service. Mr. Saral also read a statement which he had prepared on behalf of temporary employees.

The witness then retired.

The Committee adjourned until Monday, May 14, at 8 o'clock p.m.

MONDAY, May 14, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m., Mr. Marcil presiding, and the following members present:—

Messrs. Chevrier, Garland (Carleton), Lewis, McBride, Marcil (Bonaventure), Rinfret, Shaw, and Simpson.

Mr. Rinfret, for the special sub-Committee, read a letter received from Mr. John Barnett, Chairman of the Soldier Settlement Board, criticising the evidence given by Mr. George Bull, and on motion of Mr. Rinfret,—it was ordered that the said letter be printed as part of the evidence of this day. (*See* evidence of May 14.)

Mr. W. W. Cory, Deputy Minister of the Department of the Interior, called and sworn, was examined relative to matters contained in the Deputy Ministers' Report, dated the 30th of June, 1922, also in respect to the Civil Ser-

vice Act as at present in operation. Mr. Cory, in the course of his examination, read a statement summing up the number of communications which his Department had received from the Civil Service Commission, during ten months.

Mr. Cory retired.

Ordered,—That Mr. N. F. Parkinson, Deputy Minister of the Department of Soldiers' Civil Re-establishment, be summoned to appear at next meeting.

The Committee then adjourned until Tuesday, May 15, at 8 o'clock p.m.

TUESDAY, May 15, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m., the Chairman, Mr. Malcolm presiding, and the following members present:—

Messrs. Chevrier, Copp, Lewis, McBride, McKillop, Malcolm, Marcil (Bonaventure), Parent, Rinfret, Shaw, and Simpson.

Mr. N. F. Parkinson, Deputy Minister, Department of Soldiers' Civil Re-establishment, called and sworn, was examined "20" "21" relative to the evidence given by Mr. Hodgson, and Major McKeand, tabled; also in respect to appointments made in the Department. Mr. Parkinson, in the course of his evidence, read part of a statement indicating the certificate which has to be signed when recommending an appointment.

Mr. Parkinson retired.

The Committee then adjourned until Wednesday, May 16, at 8 o'clock p.m.

WEDNESDAY, May 16, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m., the Chairman, Mr. Malcolm presiding, and the following members present:—

Messrs. Chevrier, Copp, Lewis, McBride, McKillop, McMurray, Malcolm, Marcil (Bonaventure), Rinfret, and Simpson.

The Honourable W. J. Roche, M.D., Chairman of the Civil Service Commission, called and sworn, was examined relative to the activities of the Civil Service Commission in the matter of appointments, promotions, examinations, ratings, the inside, and outside service, exemptions from the application of the Civil Service Act, the various classes of positions in the Service, Appeal, and Advisory Boards.

Dr. Roche retired.

The Committee adjourned until Thursday, May 17, at 3.30 o'clock p.m.

THURSDAY, May 17, 1923.

The Special Committee on the Civil Service Act of Canada met at 3.30 p.m., the Chairman, Mr. Malcolm, president, and the following members present:—

Messrs. Chevrier, Garland (Carleton), Lewis, McBride, McKillop, Malcolm, Marcil (Bonaventure), Rinfret, and Shaw.

Col. M. G. LaRochelle, Civil Service Commissioner, called and sworn, was examined relative to the work of the Commission under the Acts of 1908 and 1918, also in reference to the Report of the Deputy Ministers, dated the 30th

of June, 1922, in the matter of appointments to higher positions, competitive examinations, promotions, list of exemptions from the application of the Civil Service Act and the classification of positions in the Service.

Col. LaRochelle retired.

The Committee took recess until 8 o'clock p.m.

Evening Sitting

THURSDAY, May 17, 1923.

The Committee re-assembled at 8 p.m., Mr. Marcil presiding, and the following members present:—

Messrs. Chevrier, Drummond, Garland (Carleton), Lewis, McBride, McKillop, Marcil (Bonaventure), Rinfret, and Shaw.

Mr. Clarence Jameson, Civil Service Commissioner, called and sworn, was examined relative to certain evidence given before the Committee, also appeal cases, classification and re-organization. In the course of his examination, Mr. Jameson read two letters he had received from Captain Adams and Major McKeand in reference to the evidence given before the Committee by Miss F. M. Burt; also produced a statement *re* "Steps followed in preparing the Classification of the Federal Civil Service." (Read in the Record.)

Mr. Jameson retired.

The Committee, on motion of Mr. McBride, adjourned until Friday, May 18, at 10 o'clock a.m.

FRIDAY, May 18, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., Mr. Malcolm, the Chairman, presiding, and the following members present:—

Messrs. Brown, Chevrier, Garland (Carleton), Lewis, McBride, McKillop, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, and Shaw.

On motion of Mr. Shaw,—it was ordered that Colonel M. G. LaRochelle and the Hon. W. J. Roche be requested to reappear this evening at eight o'clock and then produce the statements not received when Colonel LaRochelle was on the stand yesterday.

Mr. Clarence Jameson was re-called, and further examined. Mr. Jameson, in the course of his examination, produced a statement showing the numerical strength and salary payments of the Civil Service for the years 1913 to 1921 inclusive; also read letters in reference to rewards for special merit in the public service. (*See* Appendix—Exhibit "M".)

It being 6 o'clock, the Committee took recess until 8 p.m.

Evening Sitting

FRIDAY, May 18, 1923.

The Committee met at 8 p.m., the Chairman, Mr. Malcolm, presiding, and the following members present:—

Messrs. Brown, Chevrier, Garland (Carleton), Hughes, Lewis, McBride, McKillop, Malcolm, Marcil (Bonaventure), Martell, Parent, Rinfret, and Shaw.

The Honourable W. J. Roche was recalled and further examined. Dr. Roche, in the course of his evidence, read a letter received from Mr. N. F. Parkinson, Deputy Minister, Soldiers' Civil Re-establishment, in reference to the employment of amputation cases as operators of certain machines used in the Department. (Printed in the Record).

Dr. Roche retired.

The Committee adjourned until Call by the Chair.

APPENDIX No. 5

FRIDAY, June 15, 1923.

The Special Committee on the Civil Service Act of Canada met at the call of the Chair, at 11 a.m., Mr. Malcolm, the Chairman, presiding, and the following members present:—

Messrs. Brown, Chevrier, Drummond, McBride, McKillop, Malcolm, Marcil (Bonaventure), Parent, Rinfret, Shaw, and Simpson.

Mr. Jameson, Civil Service Commissioner, was recalled and further examined. Mr. Jameson, in the course of his examination, produced statements containing information which members of the Committee had requested (*see* Appendix—Exhibits "N" to "PI"); also produced a memorandum respecting positions to be excluded from the operation of the Act (*see* Appendix—Exhibit "O7"); and, at the close of Mr. Jameson's examination, the Committee resolved to forthwith sit behind "closed doors". Whereupon the Chairman read a paper entitled.—"Possible Amendments to the Civil Service Act". On motion, this paper was considered clause by clause during four "in camera" sittings, amendments being proposed and votes taken. When disposed of, clause by clause, Mr. Rinfret moved that the paper as so amended be adopted as the Report of the Committee and presented to the House as such. Excepting Messrs. Lewis, Martell, Parent and Simpson, all of the other members were then present and no one dissented when the question was put. (For this Report, *see* Journals at page 547.)

The Committee then adjourned *sine die*.

LIST OF PERSONS WHO GAVE EVIDENCE

(For title of office or position held in the Civil Service, see Index to the Evidence)

Acland, F. A.
Baril, J. R. A.
Bland, C. H.
Blue, C. S.
Bouchard, J. L.
Bourbonnais, J. W.
Bull, George
Burmester, H. L.
Burns, T. H.
Burt, Miss F. M.
Campbell, A. C.
Colvin, Robert
Coolican, P. T.
Cory, W. W.
Desbarats, G. J.
Dix, G. W.
Dobbs, W. S.
Elrick, J. A.
Foley, J.
Foran, William
Garrett, Charles
Grisdale, J.
Guthrie, Miss Mora
Hodgson, R.
House, H. G.
Hunter, J. B.
Inglis, Miss E. L.
Jameson, Clarence
Johnston, Alex.
Kemmis, A. C.
LaRochelle, M. G.
Matheson, T. G.
McGarry, S.
McKeand, D. L.
McNaughton, H. R.
MacNeil, C. G.
Morgan, Roderick
Mountain, Geo. A.
Mulvey, Thos.
Nelson, S. G.
Newcombe, E. L.
O'Connor, J. C.
Parkinson, N. F.
Patching, R.
Patterson, F. W.
Pope, Sir Joseph
Putman, C. V.
Reid, Miss Jean
Reynolds, Miss G.
Roche, Hon. W. J.
Ryan, J. H.
Saral, C. W.
Saunders, J. C.
Swaine, J. M.
Thivierge, Arthur
Walker, Miss Ruth M.
Watson, W. S.

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PROCEEDINGS AND MINUTES OF EVIDENCE

HOUSE OF COMMONS OF CANADA,
COMMITTEE ROOM 424,
MONDAY, March 19, 1923.

The Special Committee on the Civil Service Act of Canada, met at 11 o'clock, a.m., the Chairman, Mr. James Malcolm, presiding.

The CHAIRMAN: As there seems no probability of any other member of the Committee being present, I think we may as well commence the proceedings. As per request, copies of the Act and of the evidence in connection with the former investigation have been distributed, in order that we may better understand the Act and the application of the regulations pertaining to the Act. We have Mr. Foran with us this morning to explain the working of the Civil Service Act, as it now exists. We will now call upon Mr. Foran.

Mr. W. FORAN: Mr. Chairman and gentlemen, your Chairman was good enough to notify me—

MR. MARTELL: Mr. Foran has not been sworn.

Witness having been duly sworn.

The WITNESS: Your Chairman was good enough to notify me over the telephone after your organization meeting that my presence was desired before this Committee for the purpose, as he stated, of removing any doubts which might exist in the minds of the members of this Committee in connection with the Civil Service Act; and also for the purpose of giving you some idea of the manner in which the work of the Commission is being carried on. It was suggested that this result would probably be best accomplished by allowing the Committee to submit questions upon which they desired information in regard to the Act and to have the work of the Commission explained in detail. The subject is, of course, one upon which I might dwell at considerable length, and yet not cover exactly the points on which you desire to be informed; and for that reason I thought I would best consult your wishes by not coming here with any set address in regard to the working of the Civil Service Act.

By Mr. Martell:

Q. You have not told the Committee what your official position is in connection with the Civil Service Commission.—A. I thought of making a few preliminary remarks, and then you could ask questions.

Q. That should be preliminary; it is your authority for speaking before the Committee?—A. My position is, as you know, Secretary of the Commission.

By Hon. Mr. Marcil:

Q. Since its inception?—A. Yes, I was appointed Secretary of the Commission under the Act of 1908. I might say in that connection that the appointment of Secretary was left entirely in the hands of the two Commissioners appointed at that time. The Government appointed two Commissioners and decided that they should have a free hand in choosing a secretary. Dr. Shortt and Mr. Larochelle, who were appointed commissioners under the Act of 1908, invited me to accept the secretaryship, which I did; and I have acted in that capacity ever since. Before that, I was in the service for 20 years. I have served for over 35 years in the public service. To continue, I do not suppose that there is any subject that has been more thoroughly investigated during the

last four years than the Civil Service Act. You had a Committee, under the chairmanship of Dr. Steele in 1919. That was during the Spring session of 1919. Then in the fall session of 1919 you had a Parliamentary Committee which inquired into the classification and such amendments of the Civil Service Act as were proposed at that time.

By Hon. Mr. Copp:

Q. When was that Committee?—A. In the fall session of 1919. Then, when the classification was approved by the House of Commons, it was referred to the Senate; and the Senate did something that is not usual with that body—they appointed a Special Committee of the Senate to enquire into the classification on their own responsibility, and practically the same evidence which was taken before the Committee of the House was repeated before the Committee of the Senate. In 1921, you had a Special Committee appointed to consider a Bill which was introduced by Mr. Spinney in the House of Commons. It was known as the Spinney Bill, and, as the Chairman of this Committee has announced, the evidence taken before that Committee has been distributed for your information. I have no doubt that if you have read the evidence taken on that occasion, you will have formed a pretty fair idea of the methods employed by the Commission under the Act. To be brief, the Civil Service was administered under the Act passed in 1882 until 1908. In 1908 the inside service was placed on a competitive basis, and the administration of the Act was entrusted to a Civil Service Commission. The outside service was not included in the amendment made to the Act at that time.

Q. What do you mean by the inside service; just the service in Ottawa?—A. The departments at Ottawa. As a matter of fact, a great many of the employees in Ottawa were paid out of appropriations for the outside service; so that you could not really say that the Commission had jurisdiction over all the employees located at the seat of Government.

Q. How long did that continue?—A. Until 1918, February, 1918.

By Hon. Mr. Marcil:

Q. Can you tell us how the outside service came to be brought under the Act? Was it at the initiation of the Government or of the Commission, or how?—A. The circumstances are pretty well set out in the report of the Commission for 1918, copies of which I sent to your chairman for distribution among the members of this Committee.

Q. Tell us briefly?—A. As you are aware, when the Union Government was formed, the second plank in the platform on which that Government went to the country, was Civil Service Reform. There is nothing in the report of the Commission from 1908 to 1918 which would justify the Commissioners in claiming that they had any credit for the change which took place in 1918. The Commission was aware of the conditions in the outside service, but as they had no jurisdiction, I assume that they felt it was none of their business to make any recommendation to the Government with regard to that branch of the service. We must therefore give full credit to the men who formed Union Government for bringing the outside service under the jurisdiction of the Civil Service Commission. I think that perhaps this might be interesting. After the election of 1917 two appointments were made which caused a great deal of concern throughout the country. Many newspapers which had supported the Government, raised quite a storm of protest, or in other words, they impugned the good intentions of the Government in regard to its pledge to bring the outside service under the jurisdiction of the Commission. The result was that instead of waiting until Parliament met to pass the necessary legislation, the whole outside service was placed under the Commission by an order-in-council, dated 13th February, 1918.

APPENDIX No. 5

By Mr. Martell:

Q. Will you produce a copy of the order-in-council?—A. I will be very glad to do so. It is only fair to say that we were not really prepared for anything like the task which was assigned to us at that time. The whole staff of the Commission consisted of about 12 employees.

By Hon. Mr. Copp:

Q. In 1918?—A. In 1918.

Q. Did the staff increase during 1918, or was it 12 in number from 1908?—A. There were probably 16 or 17 employees of the Commission when war broke out. Some of our employees had gone to the war, and we did not replace them. I think it is a proper statement to make, that during the war the Civil Service Act was practically a dead letter. There were very few appointments made of a permanent character, and very few promotions. The only function that was really exercised up to February 15, 1918, was in regard to promotions in the service. The departments generally took matters in their own hands without reference to the Commission during the war. When the change was made by order-in-council, we had a staff of 12 employees. The Commission had not prepared any rules or regulations as to the manner in which the outside service was to be taken care of, and when it was decided over night that every position in the public service from Halifax to Victoria, in every section of the country, was placed under the Civil Service Commission, you can readily appreciate that the task which confronted us was a stupendous one. I remember very well that one of the first requests we received on the 14th February, 1918, was this: the Post Office Department received a telegram from Prince Rupert stating that a clerk in the Post office there had taken ill and had to be replaced. We simply gave them what we call a local selection. The very same day, one of the departments wanted some labourers to do certain work in Halifax. Well, practically the same procedure had to be followed, and the Commission granted local selection, and asked the department to send in the names of the persons selected in order that the necessary certificate could be authorized.

Q. Asked who?—A. The officials of the department. We told the department to have their officials at these places, select suitable persons and send in their names and qualifications to the Commission with the statement that they had selected them without regard to personal or political considerations.

By Mr. Shaw:

Q. What year was that?—A. 1918. We had to set up the necessary machinery to take care of appointments in every branch of the Public Service, without exception.

By Mr. Carmichael:

Q. How many additional employees were brought under the Commission by that action?—A. I should say, taking in postmasters, anywhere from forty to forty-five thousand. Our jurisdiction probably covered five thousand employees before the order in council of February 13, 1918.

By Mr. Martell:

Q. You said in 1918 the Commission had 12 on the staff?—A. When this change was made.

Q. What is your total staff now?—A. Our total staff to-day is 173, but our peak, or the staff at its highest figures, was 272.

By Hon. Mr. Marcil:

Q. You say "without exception"—the railway service was never brought in?—A. No, the railway service was never brought in.

By Mr. Hughes:

Q. Or the ships?—A. They were brought in, by order in council, but they were subsequently excluded, as we found considerable difficulty in dealing with these appointments.

By Mr. Martell:

Q. In selecting a sailor, for instance, as cook on board of a boat, or a man before the mast?—A. Of course, it was a rather difficult thing to do to man these ships.

By Mr. Parent:

Q. Have you that order in council to which you refer?—A. I will have it produced here.

Q. It would be quite proper to have it filed now.—A. I could send down and get it so that we would have it here a little later in the day.

By Mr. Garland:

Q. Did you say that 12 employees looked after 5,000 in the service up to 1918?—A. Yes, but you must remember that under the 1918 act we simply held examinations for practically two divisions of the service; that is, the third and the second divisions.

Q. Then you say there are 55,000 under the Act now?—A. Yes. Of course the inside service has increased within the last five years.

Q. That would give you, at the same rate, only 110 employees to look after it?—A. Yes. We will probably be able to take care of the service with less than 110 after we get all the work which has resulted from the re-classification and the re-organization of the service completed.

Q. When you get your Act in working shape?—A. We do not claim that the system is perfect, even up to the present time. We believe when we have removed a great deal of the routine which we found necessary at the outset, in order to assure the public that everything was being done in good faith and because it was something new, there will be little to complain of. In anything new you have to set up a mass of routine, you have to give the people an opportunity to come in and file applications, although there is no opportunity of their receiving appointments. We have had as many as 110,000 applications in one year. That number has gradually dwindled down. After five years people begin to realize that in order to get employment in the public service, they must pass an examination. Just here, I would like to say that I do not believe that the change could possibly have been made at any worse time because the war was still on. All the departments were working at top speed and every person who had any qualifications at all was employed in some of the departments. We were bound by the scale of salaries provided by the Act. The Imperial Munitions Board was in existence, doing very fine work, reaching out and getting all the help they could and paying higher salaries than were paid in the service, and the Commission was compelled to compete against that condition, so that it was a very bad time to make the change, but I suppose if the change had not been made at that time, perhaps it never would have been made.

By Mr. Martell:

Q. You said under the old Act of 1908 you simply examined for the second and third divisions. Is it not a fact that all professional and technical officers appointed by the deputy had to go to the Civil Service Commission? Your policy was that you advertised a position, selected a number of names and submitted them to the deputy, and they selected from the names you submitted the person who should be appointed. Was that the way you dealt with it?—A

With some of them; not with all. As a matter of fact, I think the majority of appointments to technical and professional positions were made on direct nomination of the deputy head, certified to by the Civil Service Commission. When the department did not have anybody in particular suitable for a position, they asked the Commission to advertise for applicants. Of course, you know the procedure well, because Mr. Martell himself came into the service at that time under the conditions he has just outlined.

By Hon. Mr. Marcil:

Q. In spite of the experience you have had, you say that under the 1918 Act much more work was given to the Commission than should have been.—A. Well, of course that is a problem you gentlemen must settle.

Q. I understand you have eliminated a number of—A. Yes, we have eliminated a great deal of routine and we will eliminate a great deal more which is being observed at the present time. We propose to do that. I think we are getting to a position where people realize that a great deal of routine which is being observed at the present time might very well be done away with, without the public interest suffering in any way. Our position is really this, gentlemen: you know, in a general way, what the conditions were before the Acts of 1908 and 1918 were passed. That is, appointments to the public service were made by the Governor in Council on the recommendation of the head of the department. Our duty is to show what methods we have developed under the present Civil Service Act. If you think the old methods are better than the new ones, you must say so. That is a question you and not the Commission is called upon to decide.

By Hon. Mr. Copp:

Q. That is not the point, Mr. Foran, that I have in mind, and I think I am right. We have been summoned here to enquire to see if any improvement can be made. That is what we are trying to get at.—A. We can outline one improvement that was made within the last few months with regard to the procedure in dealing with postmasters—rural postmasters.

The CHAIRMAN: May I interrupt you just a moment. What I would like to bring out, if possible, in the early part of this reference, is the method of operation of your Commission. Mr. Copp refers to a vital point. We are enquiring into the operations of the Civil Service Commission. Your presence here this morning, as far as I am concerned, was to educate the Committee in the workings of the Commission so that we might thereby be better posted and be in a better position to receive evidence from witnesses who would contribute evidence relative to the workings of the Commission. In brief, what we would like you to explain to us as well as possible, is the method under which your Commission operates. If you could assist us in that respect through these charts—.

Mr. MARTELL: Before he proceeds. Will you let him answer that question of Mr. Copp's? He started to tell of some improvement that has been made of late.

The WITNESS: I think we would probably meet the wishes of the Chairman if we took up a typical position, and then describe the methods by which we fill that position.

The Hon. Mr. COPP: That is the idea.

The WITNESS: When the question of appointing rural postmasters first came before the Commission—just here I want to say when the law was changed there were a great many rural postmasterships vacant—one of the first requests received from the post office—.

By Mr. Parent:

Q. You are talking about a change. Kindly say before you talk about that, what the existing conditions were before, and then proceed to talk about the changes. Tell us what the conditions were before any changes were made. Start from the beginning.—A. Well, I am going to show you the procedure we inaugurated immediately after the law was changed in regard to the positions of rural postmasters, and the change in that procedure we have made in the last three months, in order to establish that we are improving in regard to our methods—making some improvement. I am going back to the date of the order-in-council, not to May 1918. Before this order-in-council, postmasters were appointed by the Department—.

Q. What order-in-council do you refer to?—A. The order-in-council of the 13th of February, 1918, which brought all positions in the outside service under the jurisdiction of the Civil Service Commission.

Q. We want you to be very clear on that. Please mention the dates of the orders-in-council, as you mention them.—A. When the change in the Act was made, there were a great many rural postmasterships vacant. They had accumulated in the department, and one of the first acts of the Post Office Department was to send us down a list of the vacancies which required to be filled. As I have already explained to you, we had to set up new machinery to take care of these appointments. We conceived the idea that the post office inspectors should become part of the staff of the Civil Service Commission for the purpose of making appointments of rural postmasters.

By Hon. Mr. Copp:

Q. That is, the post office inspectors of each province?—A. Of each province. So we wrote to the officials and asked them to consider themselves as officers of the Commission for the purpose of making these appointments. We told them that it would be necessary—I have the circular letter here.

By Mr. Parent:

Q. Will you read it?—A. Yes. We drafted a letter which we sent to these officials. We warned them, of course, that the change in the law was made for the purpose of eliminating any personal or political consideration in any appointment to the public service, and that if they allowed either to enter into their recommendations of any candidate for office, they would probably be brought to book by the Commission.

By Hon. Mr. Marcil:

Q. This was done with the consent of the Postmaster General?—A. It was not done with the consent of the Postmaster General, for the reason that it was felt at that time that the Commission had to make its own rules and enforce them, and under the order-in-council we were given the right to employ the services of any officers of a department, and that right was subsequently incorporated in the law. This (indicating) is the circular sent to the officers. (Reading): "The Postmastership at.....having become vacant through ..... we have been asked to make a new appointment—."

By Mr. Parent:

Q. What is the date of that letter?—A. This is the circular we have sent all along.

Q. It must have been dated?—A. The first letter?

Q. Yes.—A. We can find out the date. The date would be shortly after the order-in-council (reading) "we have been asked to make a new appointment—."

APPENDIX No. 5

By Mr. Martell:

Q. That is a true copy of the letter you have sent?—A. We have sent it out ever since we inaugurated the new system (reading):

Copy.

CIVIL SERVICE COMMISSION OF CANADA

Office of the Secretary,
Ottawa.

Dear Sir:

The Postmastership at
having become vacant through
we have been asked to make a new appointment. Will you kindly institute enquiries on our behalf in the district to secure the name of a suitable candidate for this position and submit same for the consideration of the Commission with the least possible delay.

The essential requirements are (*a*) that the candidate should possess the ability and education to efficiently perform the duties of the office; (*b*) that his character and habits should be vouched for by three reputable citizens of the community, (these three testimonials must accompany the candidate's application); (*c*) naturalized British subjects must furnish copy of their naturalization papers certified by a justice of the peace; (*d*) if natural born, length of residence in Canada must be stated; (*e*) returned soldiers must furnish a copy of their discharge certificate certified by a notary public or a justice of the peace. It is, of course, understood that no personal or political favouritism is to be exercised, and your recommendation of any candidate should include substantial reasons for his selection.

It is also understood that preference must be given to returned soldiers where possible; and in the event of there being *none available* in the district, *you should so advise the Commission.*

Yours truly,

Secretary.

OTTAWA. 22nd February, 1918.

Dear Sir,—I am directed by the Civil Service Commissioners to inform you that they propose to avail themselves of your services in connection with appointments which require to be made to the various Post Offices in your district, and I trust that you will hold yourself in readiness to co-operate with the Commission in every way possible. You will understand, of course, that, in any enquiry which you may be asked to understake or in any recommendation which you may make to the Commission, you are responsible only to the Commission, and must not be influenced by any personal or political factor.

It is proposed in the new legislation which is to be submitted to Parliament to include a clause by which the services of various officers in the several departments may be at the disposal of the Commission when required, and it is probable that some extra remuneration will be provided for such service. In the meantime, however, the Commission trusts that you will give your services in the public interest, in order to make the new movement towards the elimination of patronage a success in this country, and to increase the efficiency of the Public Service by the appointment of thoroughly qualified officials.

Yours truly,

Secretary.

Sent to the following Post Office Inspectors:
Nova Scotia, W. E. Maclellan, Halifax,
Prince Edward Island, Jno. F. Whear, Charl'twn.
New Brunswick, H. W. Woods, St. John.
Quebec, S. T. Green, Quebec.
Montreal, C. L. V. Gaudet, Montreal.
Ottawa, P. T. Coolican, Ottawa.
Kingston, H. Merrick, Kingston.
Toronto, Alex. Sutherland, Toronto.
London, C. E. Fisher, London.
Winnipeg, H. H. Phinney, Winnipeg.
Calgary, D. A. Bruce, Calgary.
Victoria, E. H. Fletcher, Victoria.
Vancouver, James Murray, Vancouver.
Edmonton, A. W. Cairns, Edmonton.
Moose Jaw, F. M. McNaughton, Moose Jaw.
Saskatoon, J. Chamard, Saskatoon.
North Bay, A. Limoges, North Bay.
Sherbrooke, L. E. Dastous, Sherbrooke.

That procedure, Sir, simply meant that in all cases where the position carried with it a salary of over $1,000, he was required to advertise the position. In all other cases he was free to employ whatever methods he thought would best insure the position being properly made known to the patrons of the office. He made his report direct to us. And on his report in almost all cases—I think that I am well within the mark in stating that—the appointment was made.

By Mr. Martell:

Q. Could you tell us how the inspectors got their local information?—A. He made inquiries, I suppose, from the prominent people of the localities. We have made several thousand appointments of rural postmasters and it is surprising in how few instances complaints have been made to the Commission that these appointments have been unsatisfactory.

By Mr. Parent:

Q. Does the recommendation of the inspector always come before the Commission?—A. Always before the Commission.

Q. And no nomination is made unless the matter appears before the Commission itself?—A. Quite so.

Q. And it is on the report of that inspector that you refer to, that the nomination is made?—A. Yes.

Q. And in some cases does the inspector's report govern your decision?—A. In most cases. Of course, it is understood that these reports are carefully scrutinized by our examination branch, and our examiner puts on his report confirming the recommendation of the inspectors, or if he has any reason to disagree with the inspector, he puts on the report a recommendation of some other applicant.

Q. You mentioned one examiner. Who is he?—A. His name? I said "the examination branch."

Hon. Mr. Copp: I think we are getting a little mixed up. I think it would be better if Mr. Foran would give us the organization of his office. You spoke of the examination branch; we do not know what that is.—A. I have a chart of our organization here.

Mr. McBride: It seems to me if everybody is talking at one time the reporter cannot take this down.

Mr. SHAW: I thoroughly agree with Mr. Copp's suggestion. Let Mr. Foran give us the information, so we will have a comprehensive survey of the whole situation and then we can ask our questions afterwards.

Hon. Mr. COPP: The same as we do in the interpretation of an Act.

The CHAIRMAN: Gentlemen, we would like to have the chart hung up.

The WITNESS: I have had several copies made for the members. One of the reasons I took up rural postmasterships, is that we have heard a great deal about the appointments of rural postmasters, and I thought the procedure in connection with them would probably be interesting to the members of this Committee. We have been dealing direct with the inspectors. The present Postmaster General thought these reports should come through the department, his claim being that where these men were under the control of the Civil Service Commission, there was a division of authority which he thought was not in the best interest of the service.

By Mr. Parent:

Q. What Postmaster General do you refer to?—A. The present Postmaster General.

Q. What did the previous Postmaster General think about it?—A. There was no objection on the part of the department to the procedure we were following until the present Postmaster General took up the matter with the Commission. After conferring with the Commission, the following procedure was adopted. The whole procedure is charted. The postmaster resigns and notifies the district superintendent of his resignation. The district superintendent accepts resignation, notifies the postmaster of acceptance, and advises the department. The department receives from the district superintendent advice of resignation and acceptance, and notifies the Commission thereof in all cases where the salary is above $200.

By Mr. Chevrier:

Q. What are you reading from?—A. This is a chart of the new procedure regarding appointment of rural postmasters.

By Mr. Martell:

Q. Have you copies of that?—A. We will have copies made for you.

The department receives from the district superintendent advice of resignation and acceptance, and notifies the Commission thereof in all cases where the salary is above $200. The district superintendent accepts resignation, and notifies the postmaster of acceptance, and advises the department. The district superintendent prepares a notice inviting applications for the position, issues such notices, advises the department of issuance of notices, and sends the copies to the department. The department receives from the district superintendent copies of notices issued, and forwards one copy to the Commission. The department receives the district superintendent's report and forms filled in by the applicant. The department issues certificate for the appointment of the most suitable applicant, where the salary is under $200 a year.

Where the salary of the position of rural postmasters is under $200 a year, the department makes the appointments. The department forwards to the Commission, the applications received, a copy of the district superintendent's report, and the department's comments thereon, if any:

The objection to the form of procedure first established was this. In dealing directly with the post office inspectors, very often representations were made to the department with regard to some of the applicants; that the department never really had an opportunity of seeing who applied until the appointment was made, and then some person was appointed about whom some complaint

had been made to the department, but not to the Commission, and the Postmaster General thought it would be in the interest both of the Commission and of the department, if, before any appointment was made, the department should have an opportunity of looking over the application as well as the reports of their inspectors. The Commission agreed that that would be desirable, and the change was made.

By Mr. Parent:

Q. Did they pass a resolution to that effect?—A. Yes.

Q. Will you file that resolution if possible?—A. Yes. Now the procedure continues as follows: the Commission receives the applications and the reports from the departments, makes a selection and issues a certificate for the appointment of the successful candidate. If further information is required before a selection can be made, the Commission requests the department to secure it from the district superintendent. That is, we ask the department, and obtain, this additional information. The department forwards the district superintendent a certificate for the appointment of a successful candidate, the installation to be made immediately. The district superintendent receives the certificate and advises the successful candidate of appointment, transferring the office personally, where necessary.

The office is transferred to the successful applicant. The district superintendent advises the department that the office has been transferred to the successful applicant. Where the salary is over $200 a year, the Commission receives a notice from the department of the installation of the successful applicant, and files it with their records.

That is the whole procedure with regard to the appointment of rural postmasters.

By Mr. Chevrier:

Q. Is the service divided into as many charts of that kind as there are branches?—A. No, this is a special chart prepared in connection with the rural postmasters.

Q. For the purposes of your statements this morning?—A. No, for the purpose of better understanding between the department and the Commission. We had the whole procedure charted and accepted in that form.

Q. That is the only chart of that nature?—A. Yes.

Q. And no other branch of the service is charted out like that?—A. No. There are over 12,000 rural postmasterships. That is a very large percentage of your public servants, and for that reason I thought this particular chart would be of special interest.

By Hon. Mr. Marcil:

Q. How many under $200?—A. Approximately 7,000.

Q. I see no mention made of the location of the offices. Who decides that?—A. The district superintendent. He makes a report as to location. That is always an important factor in the making of appointments.

Q. The successful candidate may not be residing where the office is needed?—A. Even in the case of returned soldiers, if his premises are not suitably located the appointment may be given to a civilian because that is an important factor in connection with the election of rural postmasters.

By Mr. Carmichael:

Q. In the case of postoffices where the salary is less than $200, especially in the prairie country. it is sometimes difficult to get appointees. Where does

the Commission get their appointees for such offices?—A. That is the duty of the department now, because they make such appointments, but I assume the inspectors would have to write to some prominent persons in the locality and ask them to suggest a suitable place and a suitable name. I imagine that would be the only possible way that a selection could be made.

By Mr. Chevrier:

Q. Does that set out the regulations—Section 16 of the Regulations of 1920—that chart you have there?—A. No. This is simply defining in more detail the procedure under the regulation you refer to.

Q. The regulation of 1920?—A. Yes.

By Mr. Parent:

Q. When was this chart adopted?—A. About two months ago.

Q. Previous to that, what procedure were you following in the appointment of rural postmasters?—A. As I stated previously, we were dealing direct with the inspectors. They were making their reports to the Commission. The reports were checked over by the examination branch, and if the examiner concurred with the recommendation of the inspector, he so stated; if not, he made some other recommendation, and the matter then came before the Commission, and an appointment was made. Now, there are other large groups in the service—

By Mr. Archambault:

Q. Before you leave the post offices; in case of a disagreement between the department and the Commission as to an appointment of any rural postmaster, does the Commission have the last word?—A. Under the law, yes, the Commission makes the appointment.

Q. What was your reason for fixing an arbitrary amount of $200?—A. You will have to ask the Commissioners that question. You must remember I am the Secretary of the Commission, not a Commissioner. I have no responsibility in matters of policy.

By Mr. Parent:

Q. Are you not present every time the Commission sits?—A. Yes.

Q. You are aware of all resolutions passed before the Commission?—A. Yes.

Q. That matter must have been discussed in your presence?—A. I do not know what their reason particularly was; that was a decision of the Commission.

Q. You can tell us what you know about it yourself? You were present?—A. I was present, yes.

Q. Tell us, then.—A. All I recall was that the Commission decided to draw the line at $200. I do not know why that was done. The Chairman of the Commission could tell you, as the Post Office department is one of the departments under his charge.

Mr. MARTELL: I do not know if it is fair to ask him to tell the reasons of the policies of the Commission.

The CHAIRMAN: I do not think the arguments that may have taken place at the time that amount was settled would necessarily be very vivid in the mind of the witness. Some amount must have been settled, and I think if there is any question of the advisability of the $200 being settled, it would be better to discuss that matter with the Commissioners themselves.

Mr. Foran's position is, he is here this morning to explain the workings of the Act under the instructions of the Commission, and not to explain why the Commission gave any definite instructions. We expect to call witnesses here and hear their views on the operations of this Act, after we have received from

Mr. Foran his interpretation of the Act as laid down to him by the Commission.

Mr. PARENT: The question might be put to Mr. Foran—we might ask him what his personal view in that matter is.

The CHAIRMAN: I think that is out of order. I do not think we should hear Mr. Foran's personal views at all. I do not think we should ask the servant of the Commission to put himself on record as expressing personal views when the Commissioners themselves are the ones who must give their reasons.

Mr. PARENT: You mean to say that Mr. Foran has no opinion?

The CHAIRMAN: Mr. Foran is here in the nature of an instructor to explain to this Committee, so they can be better able to deal with the evidence, on the workings of the Act, and not as a witness for interrogation on the policies of the Commission.

Mr. PARENT: I did not put the question, anyhow; it was Mr. Marcil who did that, I think.

Mr. HUGHES: Would it not be advisable to have Mr. Foran proceed now and tell us the procedure in respect to the other departments.

The CHAIRMAN: I think that is what Mr. Foran is anxious to get on with.

By Mr. Martell:

Q. Will you permit me one question before you go on with that. I quite appreciate your stand. You say the Commission could compel the minister to take an appointee. Has the minister the right to reject a man given him by the Commission?—A. No. He can reject an appointee after he has been given a trial.

Q. After six months?—A. After he has been given a day's trial he may be rejected.

Q. There is the general impression that the minister has the right to reject a man sent by the Commission, you say that is not the case?—A. No.

By Hon. Mr. Copp:

Q. You say you have acted under authority of the order-in-council. I understand you have the order. Will you read that?

By Mr. Chevrier:

Q. Before you read that, Mr. Foran, there is some doubt as to the power of a minister to reject. Do I understand you correctly to say that a minister has no power to reject a man appointed by the Civil Service Commission until that man has been given at least a day's trial, or some trial—that is he must have that trial, before he can be rejected?—A. Yes.

Q. Before that, he cannot?—A. No.

By Hon. Mr. Copp:

Q. That applies to both inside and outside service?—A. Yes.

By Mr. McBride:

Q. Well then the head of the department can accept a man, give him a one day's trial, and then reject him?

The CHAIRMAN: The appointment must be made.

By Mr. Chevrier:

Q. Is that within two months?—A. Under the law, it is within six months, which period can be extended for another six months, if necessity requires. It has been held that one day's trial is sufficient; if you find that a man is not

suitable, the department has the right to reject him, but the reason for the rejection must be reported to the Commission.

By Mr. Garland:

Q. That is, six months in each fiscal year?—A. No. He is appointed permanently from the date he came in, but his probationery period is six months. If he is not rejected within the six months, then his permanency dates from the time he reported for duty. If, however, after six months the deputy is unable to determine whether or not the appointee is suitable for the position, he asks the Commission to extend the period of probation for another six months, and after the second six months, he must either be permanently accepted or rejected.

Q. In a temporary position he can get six months in each fiscal year?—A. Yes, but that is employment; that is not an appointment. A man may be employed temporarily for six months, and he may have numerous extensions of that time.

Q. The reason I asked that—there is someone who says he got a year's employment, but it was only temporary—A. They can get more than a year, because they can be reassigned every six months, with the approval of the Commission.

WITNESS: The order-in-council of the 13th of February, to which reference was made in the early stages of my evidence, is as follows:

Copy

Privy Council
Canada
P.C. 358

CERTIFIED copy of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 13th February, 1918.

The Committee of the Privy Council have had before them a report, dated 9th February, 1918, from the Right Honourable the Prime Minister, referring to the announcement of policy which was made public shortly after the formation of the Union Government and especially to the second article of that announcement which is in the following terms:—

"Civil Service reform with a view to extending the principle of the present Civil Service Act to the outside service and thus to abolish patronage and to make appointments to the Public Service upon the sole standard of merit. The Civil Service Commission has already been directed to make a report to the Prime Minister as to the necessary steps for that purpose. Such arrangements will be subject to the existing regulations, which give preference to appointments to returned soldiers who are duly qualified."

The Prime Minister observes that immediately after the announcement of this policy directions were given to each department of the Government that patronage lists in every such department should be thereafter abolished.

The Prime Minister further observes that shortly before the announcement of policy above mentioned he had communicated with the Civil Service Commission and asked that a report should be prepared outlining the steps and measures which in the judgment of the Commission would be necessary for the purpose of carrying into effect the policy set forth.

The Prime Minister further oberves that during his absence for about three weeks after the recent general election the subject was taken up by the Hon. A. K. Maclean at the request of the vice-chairman of the

War Committee of the Cabinet and the subject has been discussed by the Prime Minister and by Mr. Maclean with the members of the Civil Service Commission on various occasions up to the present time.

The Prime Minister further observes that in the opinion of the Civil Service Commission it will be necessary for the purpose of fully carrying into effect the proposal for civil service reform above mentioned to enact further legislation and they are of opinion that a new Civil Service Act should be prepared and submitted to Parliament at the next Session if possible. They further report that they are prepared to recommend suitable legislation for the purpose indicated and the Prime Minister recommends that they be authorized to proceed with the preparation of such legislation in order that it may be submitted to your Excellency in Council.

The Prime Minister observes that the extension of the present Civil Service Act (or of similar provisions to be embodied in the proposed new Civil Service Act) to all branches of the outside service involves considerable difficulty and requires very careful consideration. The Civil Service Commission have not yet reached a conclusion as to the steps which will be necessary for bringing the employees of the Government System of Railways within the purview of such a measure and they believe that further consultation with the management of the Intercolonial Railway and with the executive heads of the railways employees' organizations will be both desirable and necessary.

The Prime Minister further observes that after numerous conferences with the Civil Service Commission, with the law officers of the Crown and with the Parliamentary Counsel. He has finally reached the conclusion that it is not competent for Your Excellency in Council either under the powers conferred by the War Measures Act, 1914, or by the Civil Service Acts, to pass regulations having the force of law which would bring about the desired reforms. Pending the enactment of the legislation for that purpose it is, however, competent for Your Excellency in Council to lay down the following regulations as a matter of policy, and he accordingly submits them for the consideration of Your Excellency in Council.

The Prime Minister, therefore, recommends:

1. Pending the enactment of the necessary legislation hereinbefore alluded to, the following rules shall be observed in all departments of the Government with respect to appointments to the public service.

(a) In any case where the knowledge and ability requisite for any position in the outside service are wholly or in part professional or technical, a person shall only be appointed to such position in the manner prescribed by section twenty-one of the Civil Service Amendment Act, 1908, for similar appointments to the inside service, and no appointment shall be made under this rule to the outside service, or under section twenty-one of the Civil Service Amendment Act, 1908, to the inside service, unless the Civil Service Commission determines that the position is wholly or in part professional or technical.

(b) The provisions of the Civil Service Amendment Act, 1908, and the amendments thereto relating to appointment by competitive examination shall, except as hereinbefore provided, be observed as far as practicable in the appointment of all officers, clerks and employees in the outside service, and of all messengers, porters, sorters, packers, and other positions in the lower grades in the inside service, and appointments shall only be made to such positions after and in accordance with the results of such competitive examinations, Provided, however that the

provisions of this rule shall not apply to appointments to positions in connection with the Government railways or any railway owned or controlled by His Majesty, or to any position or employment on any ship of His Majesty. Provided also that in any case where the Commission decides that it is not practicable to supply the said provisions to any position or positions, the Commission, with the approval of the Governor in Council, may make such general regulations as are deemed advisable prescribing how such appointment or appointments shall be made.

(c) Except in so far as the Commission may otherwise determine the provisions of sections eighteen and twenty-three of the said Act, shall apply to all appointments and to the employment of all officers, clerks or other employees for temporary duty as well in the outside as in the inside service.

2. Temporary employment in the outside service shall only be authorized for such time as the Commission deems necessary and the period for which the employment is authorized shall be mentioned in the certificate of qualification issued by the Commission, and such period of employment shall not be extended without a certificate of approval from the Commission.

(d) Promotions in the Civil Service shall be made for merit upon the recommendation of the Civil Service Commission and of the deputy head of the department. The deputy head shall in each case submit to the Commission a report in such form and containing such information as the Commission may from time to time require. No person shall be promoted unless he is to do work of greater importance and responsibility than he has hitherto done, or unless the duties of his office are such as to justify the promotion.

(e) No person shall be transferred from the outside service to the inside service under the provisions of section fifty of the Civil Service Act unless such person obtains from the Civil Service Commission a certificate, to be given with or without examination as the Commission may in each case determine, that he possesses the requisite knowledge and ability and is duly qualified as to health, character and habits.

The Prime Minister further recommends that under the powers conferred by the War Measures Act, 1914, and under all other powers vested in Your Excellency in Council the following regulation be enacted:

In all competitive examinations held under the Civil Service Amendment Act, 1908, persons who have been on active service overseas in the military or naval forces of His Majesty or of any of the allies of His Majesty who have left such service with an honourable record or who have been honourably discharged, and who obtain sufficient marks to pass such examinations, shall, irrespective of the marks they have obtained, be placed in the order of merit on the list of successful candidates above all other candidates.

(2) The provisions of any statue or regulation prescribing an age limit and physical requirements with respect to any appointment in the Civil Service shall not apply to any such person if the Commission certifies that he is of such an age and in such a satisfactory physical condition that he is then able to perform the duties of the office and will probably be able to continue to do so for a reasonable period after his appointment.

The Committee concur in the foregoing recommendation and submit the same for approval.

There was some doubt after this order in council was passed as to whether or not it applied to a number of boards and commissions.

By Mr. Parent:

Q. What is the date of that order in council?—A. February 13th, 1918. There was some doubt whether the provisions of this Order in Council applied to a number of departments, or boards or commissions which were operating at that time, such as the War Purchasing Commission, the Department of Soldiers Civil Re-establishment, the Food Board and so forth.

By Hon. Mr. Marcil:

Q. The Income Tax?—A. No, that office was never brought into the question, but as a matter of good faith, the Government passed a supplementary order in council providing that the provisions of this order in council should apply to all these boards and commissions, so that the order in council covered the whole service, including all boards or commissions, with the exception of the income tax. I am glad you mentioned that, Mr. Marcil, because the income tax was never included.

Mr. HUGHES: Before leaving the Post Office Department—

The Hon. Mr. COPP: We have not got to that yet.

Q. Under the authority of that order in council, and the supplementary one to it, you say in regard to these commissions that you acted until the passage of the Civil Service Act?—A. Of May, 1918.

Q. You acted under that order in council until the passage of the Act?—A. Yes.

By Hon. Mr. Marcil:

Q. The cardinal principle of that order in council seems to have been competitive examination?—A. Yes.

Q. Did you find it was impossible to hold such examinations in many classes?—A. Yes, I think it is quite impracticable in many departments to have a written examination. You can have a rating of qualifications on a comparative basis of the different applicants, you could hardly function, for example, in the case of rural postmasters, by a written examination. In some instances you must go and ask some person to take the position. If you have a written examination you would never be able to fill these positions. That would be possible in a country such as the United States, where you have a large population, but in a sparsely settled country such as Canada you cannot apply that principle of written examinations to many departments.

By Mr. Parent:

Q. You do not ask for tenders whether one man would accept a job cheaper than another?—A. No; the revenue of the office is fixed by law.

By Hon. Mr. Marcil:

Q. As a result of your experience with the various classes of the outside service, would you say that there were a number of classes who were banned from the operation of the Act?—A. Yes, so far as written examinations are concerned.

By Mr. Carmichael:

Q. Where you have written examinations, is it the same for the inside service as for the outside service?—A. Yes. There is no outside or inside service. It is the Public Service of Canada. The examination for a clerk-stenographer in Calgary would be the same as the examination for a clerk-stenographer here in Ottawa.

Q. In the matter of those examinations, are the ones writing the examination—are their names kept secret? That is, is it kept a secret as to who is doing the writing?—A. Yes.

Q. Absolutely?—A. Yes. The examinations are held—now, perhaps I had better take up some large group of employees to give you an idea of the methods of the Commission in these appointments.

By Mr. Chevrier:

Q. We are not proceeding regularly in this. A moment ago you mentioned something about some other employee in the outside service. We know the outside service is non-existent, outside of the postmasters. I think you said there were other employees of whom you did not ask a competitive examination. I think you made that statement. Who were those?—A. Where it is possible, we have, of course, competition.

Q. Yes, I know. I may have misunderstood you.—A. There are a great many positions in the outside service for which no written examination is required.

Q. What are those?—A. I could have a list for you—

Q. Just a few of them?—A. Lighthouse keepers; all of the canal employees.

Q. Very well. You do not hold competitive examinations for those?—A. No.

Q. How do you go about the appointment?—A. What is done is this. You take canals, for example. The superintendent of a canal posts notices on the canal that applications will be received for so many lock-men; the time for receiving these applications is stated. These applications are sent in to him. When the time limit for receiving applications expires he takes them and reads the qualifications of the various applicants, and he compares one with the other, the ages, physical fitness, and so on, and we have a form which we send the superintendent on which he makes his report. He sends his report to the department, which in turn sends it to the Commission and in nine cases out of ten the appointment of the men he recommends are approved because he is on the spot, and has interviewed these men, and is the best judge of the relative qualifications of the applicants.

By Mr. Garland:

Q. He takes into consideration the returned soldier?—A. Yes.

The CHAIRMAN: Let us not digress from this postmaster position. Mr. Carmichael asked a question, and Mr. Foran was about to answer it.

Mr. CARMICHAEL: I did not get the information there I wanted.

The WITNESS: When I begin to give you the details of our examinations then you will get the information. I think then I will have given you the information that will answer your question. We will come to that a little later.

Mr. HUGHES: I think, Mr. Foran, you said that the post office inspectors consulted with prominent persons in the localities where the appointment was to be made. Are those men prominent persons in the estimation of the inspectors?—A. Yes. He has the selection of the prominent people. We do not indicate to our inspectors who the prominent people in any locality are, needless to say.

Q. Would any one of the three be a member representing the locality, or a defeated candidate? Might he be?—A. You would have to ask the inspectors that question. Of course, it is suggested that they sometimes do.

Q. As a matter of fact—that is what we want to get at if we can.—A. You mean to ask me, does he? So far as we know, he does not.

By Hon. Mr. Marcil:

Q. Give us your definition of "A rural post office." We know what it means, but we would like to have it on the record. What does the Commission classify as a "rural post office?"

By Mr. Hughes:

Q. Is there any case—

The CHAIRMAN: Just let Mr. Foran answer Mr. Marcil's question, please.

The WITNESS: The proper term to use is "revenue" instead of "rural." The postmasters are paid on a revenue basis. You would call the City of Hull a rural post office, and there the revenue is probably over ten thousand dollars a year.

By Hon. Mr. Marcil:

Q. That includes everything on that basis?—A. Yes.

By Mr. Hughes:

Q. Has the inspector the liberty to consult anybody he pleases?—A. Quite so. I made that perfectly clear before the last Parliamentary Committee. The impression prevails that members of Parliament are not allowed to make recommendations with regard to appointments to the Public Service. That is incorrect. There is no reason I know of, and I think the Commissioners support that view, why a member of Parliament should not make a recommendation the same as any other citizen of equal prominence or equal standing in the community, and there is no reason why any member of Parliament should not come to the Commission and enquire what is being done in regard to an appointment, or express an opinion with regard to the various applicants. It does not necessarily follow, however, because he is a member of Parliament the persons he recommends will be appointed. That is a matter he has settled for himself by passing the present Act. We have not settled it. Parliament has settled it. There is no reason why he should not come down to the Commission, and there is no reason why the appointments should be given to the man he favours, but he is at perfect liberty to make a recommendation and come down and see the Commission any time, in regard to appointments made in his country. I think it would be generally accepted as a proper statement that there is probably nobody who knows conditions in his constituency better than a member of Parliament, but of course the law is—and when I say the law, you gentlemen decided that for yourselves—that the Commission make the appointment. There is no provision in the law that you should not make a recommendation, and we are always very glad indeed to have assistance in that way from members of Parliament.

By Mr. Chevrier:

Q. Is it ever done?—A. Members making recommendations?

Q. Yes?—A. In many cases.

Q. Have any of these recommendations ever been followed?—A. One member of Parliament said to me. "I have recommended a great many applicants in my constituency, but I think I will decline to recommend any more, because not one of them got the appointment." My reply was, "That is a case of having your money on the wrong horse."

By the Chairman:

Q. You would say that was accidental?—A. I would say it was accidental.

By Mr. Carmichael:

Q. I was advised by the head of a department in Ottawa that if I recommend any person for appointment the Commission would make sure that that man is not appointed?—A. I think when that deputy is on the stand it will be well for you to ask him that question, because we would like to know who that deputy is. That is a way some people have of belittling the Commission. That is absolutely not so.

APPENDIX No. 5

By Mr. Martell:

Q. There have been cases where the Commission was asked to appoint a man, as a provincial government examiner, and it was given to another person who happened to be opposed to the other man.—A. That was an unfortunate occurrence. That was a case of discourtesy that I very strongly reprimanded the official for. There was no reason why that nomination should not have been accepted. I remember the case very well.

Mr. PARENT: What case was that?

Mr. MARTELL: Oh, I am not bringing that up.

By Mr. Hughes:

Q. When shall we go on with the procedure?—A. Of the prominent men in the localities, you were dealing with?

Q. I suppose we have got as much information—

The CHAIRMAN: Is there anything further on the question of rural postmasters?

By Hon. Mr. Marcil:

Q. Is there anything in contemplation by the Commission in regard to changing this rural postmaster business, or is it settled at the present time?—A. Nothing, so far as I know, but, as I say, that would be the kind of questions I would like you to ask the Commissioners themselves. I will bring down a statement showing the division of the department among the Commissioners so that you will know exactly, when the Commissioners come before you, the questions to ask. For example, the Chairman has charge of the Post Office Department.

By the Chairman:

Q. Bearing on Mr. Parent's question—the advisability of a two hundred dollar amount. While we are not asking you for your opinion on two hundred dollars or three hundred dollars, or whatever it is, have you any data as to the number of postmasters between two hundred and three hundred dollars, or between two hundred and four hundred dollars?—A. Oh, yes.

The CHAIRMAN: That is an interesting feature, that no matter where the line is drawn there must of necessity be cases over the line that are just as bothersome to you in finding a suitable man as directly under the line, and I think it might be of interest to the Committee to know just where they can group any number of appointments.

Mr. HUGHES: Or whether some other line might not be drawn.

The CHAIRMAN: Yes, the exemptions from the workings of the Act. We can consult with the Commissioners as to why the line was drawn at a certain figure, but I think it would be interesting if Mr. Foran would submit to the Committee the number of appointments in the different blocs.

The WITNESS: The two hundred dollar line was not drawn as regards the postmasters only; it takes in all positions where the salary is not over two hundred dollars.

The CHAIRMAN: Mr. Parent having raised the question as regards the postmasters, it is rather interesting because there are seven thousand under two hundred dollars, and about five thousand over.

The WITNESS: We will give you the exact statistics.

The CHAIRMAN: You would like to have that information, Mr. Parent?

Mr. PARENT: That is exactly what I would like to have.

By Mr. Chevrier:

Q. Where does a post office cease to be a revenue office?—A. We will bring you the postal regulations this afternoon, and go into that.

By Hon. Mr. Marcil:

Q. We might have a list of the classes that have been eliminated?—A. Yes.

Q. You might produce a list of those?—A. Yes, I will bring the list this afternoon. But again, gentlemen, you must remember that under the Spinney Report, and as a result of the findings of that Committee, a circular was sent to the department asking them what further classes they wanted exempted. These reports ought to be placed before you.

Q. You mean the Commission sent a circular to the department as a result of the Spinney Report, asking what further classes they wanted exempted? —A. Yes.

By Mr. Chevrier:

Q. That circular was dated when, Mr. Foran?—A. I don't recall the date exactly, but it would be in June, 1921, or possibly the beginning of July. We had reports from all the departments. In regard to the Post Office department they ask for exemptions of positions with salaries higher than two hundred dollars.

Q. Is that available?—A. It should be. If the Committee wishes it, I would be glad to bring it over.

The CHAIRMAN: I would like to order that correspondence be brought down. I suppose there is a big reduction of the staff, from 272 to 173, on the recommendations made for the elimination of a lot of this tedious work?—A. Yes, but the re-classification of the Service necessitated the employment of a large additional staff.

Q. What staff would you say you have saved as a result of the withdrawals under the Spinney regulations?—A. Between 20 and 30.

Q. You say there has been an actual saving of between 20 and 30, owing to your own recommendations under the Spinney Bill?—A. Yes.

Q. The plan has been for the more efficient working out of your office?—A. Yes, we have been improving our methods steadily.

Q. And the additional exemptions which you recommended recently will, I suppose, have a little further bearing on the saving and increased efficiency in your office?—A. Yes.

Q. There has been some increased efficiency?—A. Yes. Of course, the list of exemptions looks like a formidable one, but there are many classes on that list to which very few appointments have been made. In fact, some of these classes are filled by one employee only so the list is not nearly as formidable as it looks.

By Hon. Mr. Marcil:

Q. I would like to pass on to the Marine and Fisheries—

By Hon. Mr. Copp:

Q. Before you do that Mr. Marcil. I understand, Mr. Foran, that under the Act, the Commission has the right to recommend that any class of employees be exempted, to make a recommendation to the Governor in Council for authority to accept your recommendation. How many of these recommendations have been made and accepted by the Governor?—A. All the recommendations that have been made have been accepted.

Q. If you have any of that information now, will you get it?—A. Yes. For example, here is a situation that very often arises in connection with our work. We are asked to fill a position, and we are told that this position has been filled by a certain employee, temporarily—

By Mr. Hughes:

Q. By whom?—A. By the department; when asked to make a permanent appointment to a certain position we are told that this position has been filled temporarily by a certain person, for, say a year or a year and a half or two years, or possibly more.

Q. You are told by the same person who makes the application?—A. The department states that this position has been filled by this employee. Now, the Commission has to decide whether it is in the public interest that that man should be removed and a new appointment made. If there is any reason to believe that in any competition which the Commission would authorize, this temporary employee would have the advantage over other competitors, then I should say it is simply misleading to advertise that as a competition. It has been done, and that possibly has been responsible for a good deal of the criticism you hear of the Commission, because a man is appointed who held the job previously, and he is given the appointment, because in the opinion of the Board, or as a result of the examination which is held, he passes the best examination; he passes the best examination because of the experience he has had while filling the position temporarily.

By Mr. Parent:

Q. As a matter of fact, Mr. Foran, is it not a fact that no examination is passed at all?—A. In many cases it is a rating, or it may be an oral interview, but in both cases it is called an examination.

Q. It is a rating made by the very same man?—A. Not necessarily, it is made jointly by the department and our examination branch.

Q. Do you know of cases where it has been done?—A. I know of many cases where the rating of the department has favoured the man holding the position temporarily.

Q. Without any examination being held?—A. It is a rating or what we call an examination.

By Mr. Martell:

Q. There have been cases where, if there was an official of a department with a certain position vacant, the position nevertheless was advertised by the Commission, the position was of a technical nature, the man in the department had no academic qualifications whatsoever, and the men applying were university graduates, or had had considerable experience, nevertheless the rating given the man employed in the department was such that these other men could not compete.—A. Of course, I cannot recall any case of that kind; I would like to have specific cases. I would say, just on your statement, that that kind of thing would not be possible.

Q. I will give you a case in the Marine and Fisheries department, where they wanted an engineering clerk. The man who applied was a graduate of the Royal Military College, and the reply came to us that he could not get it as it was intended for a fellow in the department, they had their own man. That was within the last six months.—A. The reply did not come from the Commission.

Q. The reply came from the Commission, to the effect that it was a job in the department.—A. It was a promotion.

Q. Yes, that is the way you put it.—A. It was advertised?

Q. Yes, and this man put in his application, and the reply he got, it was advertised, and this man was a graduate of the Royal Military College, and he

was turned down.—A. If it was a case of promotion in a department, an outsider would have no right to apply.

Q. The advertisement was for an engineering clerk in the Marine and Fisheries department. You stated that the man should have at least certain training in engineering, and so on and so forth, and the applications should be filed. The fellow who applied—a young fellow named MacDonald, was a graduate of Royal Military College.—A. As I say, I will have to look into that because it may have been a promotion, and of course then an application would not be considered from an outsider.

Q. The application was given out to the public?—A. No, the notice stated specifically that it was a promotional competition. You may be right in regard to it having been advertised as an open competition; if it were, and if they got that reply, that reply should not have been sent.

By Hon. Mr. Copp:

Q. As a matter of fact, Mr. Foran, you will look into that case?—A. Yes.

By Hon. Mr. Marcil:

Q. I would like to ask how you operate in the outside service?—A. We operate in much the same way as we do in the Post Office department, our procedure is very much similar. That is, we deal with the officials of the department, outside of Ottawa.

Q. When a vacancy occurs?—A. If it is practicable, he is asked to advertise.

Q. Who is asked, the inspector?—A. Yes, or the superintendent, or the officer in charge of the district. The department names the official who is in charge of a particular district or locality where the appointment is to be made, and he is asked to advertise the position, to receive the applications, and to interview the applicants and send in his report.

Q. Has your experience shown that competition is possible for these various classes of the outside service?—A. You gentlemen would know more about that than we do. The claim is made that the Commission is a check upon the work of the inspectors, and in that way serves a useful purpose.

Q. In the case of a lighthouse-keeper, where every man in the district is competent for the work, how would you proceed to make a selection in that case?—A. I admit it is a difficult matter, but these inspectors are sent a rating sheet, on which they have to rate the applicants. Of course, if they rated all men equally qualified, it would be a matter for the Commission to decide who should receive the appointment. It certainly would be a difficult matter, then, to make a selection, unless some further test was applied which would be fair to all applicants.

By Mr. Parent:

Q. In other words, you leave the matter absolutely in the hands of the inspectors, as far as judging whether a certain man is capable of filling a situation?—A. As far as these positions are concerned, I think that is largely true. We have been guided in the great majority of cases by the advice or recommendation of the officials of the department outside Ottawa.

By Mr. Martell:

Q. That is, regarding lighthouse-keepers and so on?—A. Yes.

By Hon. Mr. Copp:

Q. It does not follow, that the recommendation of your official is accepted. The Commission, when judging the case of a returned soldier, may, for reasons of various kinds, change or reverse the decision of the inspector. There are other factors, I believe, in the consideration of the applications, which are well within

the Act, and which may offset his selection as to the qualification.—A. You have in mind the case you referred to the other day?

Q. Yes. I had in mind a case where the inspector might select a man who, in his opinion was the most suitable man, but the Commission, for reasons outlined in the Act, feel that some other applicant is more suitable, and go against the decision.—A. Of course, there are various phases that the Commission has to look into, for example, we have to see that the returned soldier is given the preference.

Q. Yes, that was the point.—A. We have to see that the returned soldier and the disabled returned soldier gets the preference accorded him. Your chairman was good enough to mention a case in a certain locality where a lighthouse-keeper had been appointed. It appears that the position was temporarily filled by a very competent returned soldier, the chairman said, and his information was that the officer of the department had recommended for appointment this returned soldier, who was temporarily filling the job, but that when it came to the Commission we appointed another returned soldier who was disabled. Without having the file before me, or knowing anything about the case, my reply to your chairman was that I assumed that we found that we had to give the disabled returned soldier the benefit of the law, and that was the reason we appointed him. The law provides an additional preference for a disabled returned soldier, provided his qualifications are suitable.

By Mr. Martell:

Q. Is that in the best interests of the Service? I have had some experience in that line, I lived with a lighthouse-keeper for years. A man in a lighthouse is often called upon to save life, and that sort of thing, and I should imagine he should be an alert man all the time.—A. I cannot tell you whether the returned soldier ought to continue to get the preference, whether this disability preference is justified; these are all matters for Parliament to settle.

By Mr. Shaw:

Q. You have no alternative in the matter?—A. No, we have to administer the law as we find it.

By. Mr. Martell:

Q. In this case, both applicants were returned men. Do you not think that in the case of a lighthouse-keeper the more alert man with the least injuries would be most competent?—A. Where the disabled returned man is concerned he has to establish under oath, three things, that is, that he is in receipt of a pension, that he cannot carry on his pre-war occupation and the nature of his injuries is not such as will interfere with the proper performance of the duties of the position, and thirdly that he has not been successfully re-established in his former occupation.

By the Chairman:

Q. Might I ask you a question in connection with that. That is rather interesting, what you have said. The man who is an applicant is compelled to answer the question, or rather he is asked to declare that the nature of his injury is not detrimental to the fulfillment of that position. Have you not got the right, as a Commission, to question his decision on that matter, knowing the nature of his injury?—A. Yes. If we did not have a report from the inspector —I will go on with this case and show what happened. Mr. Malcolm's information was that the officer of the department recommended that the returned soldier temporarily filling the job be appointed, and he was physically fit. My reply was that I assumed, not knowing anything about the case, that in com-

plying with the law we found the man with the disability was entitled to the position, and we made the appointment accordingly. When I went to the office and looked up the file, I found that Mr. Malcolm's information was not correct, with regard to the officer of the department, that he had recommended that this disabled returned soldier should receive the position. He said that in his opinion the man was capable of fulfilling his duties efficiently, and that under the section, quoting the section of the law, he felt that he was entitled to this position, and he so recommended. That was the reason he received the appointment.

Q. You did follow the advice of your inspector?—A. Yes, who made the report in accordance with the Act. If the inspector had not made the report recommending this disabled returned soldier, it would have been the duty of the examiner to inquire through the inspector as to the physical fitness of this disabled man, and if he were declared to be physically fit, then the appointment would have to go to him.

The CHAIRMAN: While, as I said a while ago these are not points we wish to decide just now, that is a very vital question of Mr. Martell's, whether the injured returned man who is not in good physical condition should have a preference in certain classes of appointments, over the physically fit man. In the instance that Mr. Parent has recited, the judgment of the inspector, in my opinion, was entirely wrong. I think that appointment called for a physically fit returned man, because after-events proved that this man who was injured, and who was appointed on the advice of the inspector, the very first night of a storm, lost his life in the fulfilment of his duty, through his disability in not being able to handle a boat. That brings up a point which is important, as to whether the disabled man should have preference in all cases over his physically fit opponent. There may be cases where that would not be desirable, where he should not have the preference.

By Hon. Mr. Marcil:

Q. In making these appointments, do you consider whether the man resides in the locality?—A. Yes, the applicant in the locality must have preference. That takes preference even over the returned soldier preference. We had a case brought to our attention by a prominent member of the House, in regard to a certain appointment we made of a civilian. The question was why we had appointed him, when a returned soldier had applied. We said that we had given it to him because he was the only applicant in the locality. He claimed we should have appointed the returned soldier notwithstanding the fact that he did not reside in the locality. Then we took up with the Department of Justice the question, so as to clear up the case, as to whether the locality preference or the returned soldier preference took preference, and the ruling was the locality preference.

By Mr. Parent:

Q. What do you mean by that, the county?—A. Yes, the county or the parish.

By the Chairman:

Q. It might be townships; where the lighthouses are close together, it might be the town.—A. Yes. Take an appointment in the city of Ottawa, essentially a local appointment; the man would have to be on the municipal roll of the city of Ottawa.

By Hon. Mr. Marcil:

Q. I know an instance of a man residing in Ontario who applied for a position as lighthouse-keeper in the province of Quebec. If he had received the appointment he would have lived in the province of Quebec.—A. He has to reside in the locality at the time he makes the application.

By Hon. Mr. Copp:

Q. In regard to the case brought to your attention by the Chairman, did I understand correctly that your Commission had not only the recommendation of the superintendent, but also the affidavit of the disabled soldier himself that he was fit to perform his duties.—A. Yes, the inspector reported that he was physically fit. As I said, a disabled soldier has to declare under oath that he is in receipt of disability pension, secondly that he is unable to carry on his pre-war occupation and that he is able to carry on duties for which he has applied and thirdly that he has not been successfully re-established.

Q. You have both these facts before the Commission?—A. Yes.

By Mr. Chevrier:

Q. There was some doubt in my mind, Mr. Foran; whenever you want to appoint a lighthouse-keeper is it the inspector of the department that first makes the investigation, and then reports to the Commission, and then your examiners go over these applications?—A. Yes, and then report.

Q. And have they any personal means of finding out whether the report is accurate or not?—A. No, but they carefully check over these applications, and if they find that in their judgment the best man has not been recommended, then they make further inquiries through the department.

Q. Outside of the question of the soldiers—I am making an abstract case—has it happened that the inspector's report has been set aside by the examiners of the Civil Service Commission, in the appointment of a lighthouse-keeper, or other positions of that kind?—A. Not in very many cases. That is probably a tribute to the thorough and efficient way in which these officers of the department are co-operating with the Commission.

By Mr. Martell:

Q. Following your argument, supposing a lighthouse is vacant, say on some part of the stormy coast of Nova Scotia, where the keeper is also the lifeboat-keeper. Two men apply, one is a returned soldier, physically fit, and the other is a disabled man, probably in receipt of pension for from 30 per cent to 40 per cent disability. If the inspector of lighthouses would say that this disabled soldier should get the preference over the man who is alert, would you say he is giving a reasonable report?—A. I would say he is not, but I would say that that report would probably be accepted, because he had an interview with that man, and we must accept somebody's statement as to his fitness, and if we cannot depend on the officers of the department for information, we are in a bad way.

By the Chairman:

Q. Let me put that question in another way. Supposing the inspector, in interviewing these two returned men, found the case as Mr. Martell suggests, and the location of the light is as he suggests, and there are many in that part of the country, and the applicant who was disabled considered himself fit for the position, and in his application stated that he was fit for the position, but the inspector, on investigating the case, thought from the standpoint of his judgment that the physically fit man would be the best one, in considering these two applications would you be breaking the Act, which says that disability must count, if you accepted the recommendation of your inspector, would you break the Act?—A. That the other returned soldier should get it?

Q. Yes.--A. No, certainly not.

Q. You would not be breaking the Act at all if you did give the position to the physically fit man?—A. No, it is always necessary that the nature of their injuries is not such as to interfere with the proper performance of the duties of their position. If they are not physically fit—

Q. What I am trying to get at is this. The mere fact that the man himself considers himself fit and able to perform the duties does not put any onus on the Commission?—A. No, I would say in that case the Commission would be taking a heavy responsibility in going against the advice of an officer of the department, in appointing a returned soldier who was not physically fit.

By Mr. Martell:

Q. For the purpose of your Act, how do you define "returned soldier"?—A. Any man who has seen service overseas.

Q. As far as England?—A. Yes.

Q. Any man who has served in Canada does not come within that category for preference?—A. No.

By Hon. Mr. Marcil:

Q. Bermuda?—A. It does not come within the Act.

By the Chairman:

Q. I should think, Mr. Foran, that in the passage of time, coming further and further away from the period in which men were returned, you would have some difficulty in filling these positions, such as lighthouse-keepers, from that class, would you not?—A. Well, of course, the preference to the returned soldiers has simplified the work of the Commission to a certain extent.

Q. You are speaking of the preference to the returned soldiers, but that is really not the question that is referred to; it is with regard to the preference as between the returned soldier who is physically fit and the returned soldier with a disability.—A. That is a feature of the case which the departmental officials go into very carefully before they report. They understand exactly the nature of the work, and they should see to it that among the applicants only the best qualified, from the point of view of physical fitness, should be recommended.

Q. Then you would be within your rights in agreeing with me that in the case I brought up the inspector's judgment was very bad?—A. Apparently it was.

The CHAIRMAN: As we know, no good was done in that case, by appointing a man who was not physically fit for the duties. In the opinion of the local residents, the returned man was not physically fit, and as the result a very fine boy lost his life through that disability. He should have been given some other sort of job where the danger would not have been so great.

By Hon. Mr. Marcil:

Q. Your inspector visits the locality and becomes personally acquainted with the applicant and reports on his condition. His report is submitted to the three examiners, who have not had the advantage he has had; do you think that that system of rejecting his report is the best?—A. As I say, in the great majority of cases, the recommendation of the officials of the department is accepted. I would be rather curious myself to ascertain exactly in how many cases the recommendations of the department have been over-ruled by the Commission. I will try to get some figures on that point.

Q. Who are the Board of Examiners?—A. There is no Board of Examiners. I imagine Mr. Marcil is referring to the Commission. This report is sent to the examination branch. The work there is divided up among our examiners. We will take that matter up this afternoon, and I will give particulars regarding the examination branch, its personnel, and so on, and show the division of the work.

When this report comes in, the examiner goes over the applications, and he sees at a glance that the person recommended by the department is the most suitable man for the position; and accordingly he makes a report recommending that the selection made by the department be authorized, and when the Commission approves the appointment is made. Where there are a great many applicants, it is the duty of the examiner to go carefully over the applications and give a rating as to their suitability, and then see in what way he can confirm, or otherwise, the recommendation of the official of the department.

By Mr. Martell:

Q. Have you any one on the staff of the Commission, for instance, who is qualified to pass upon the seamanship of a man, and that sort of thing; as to whether he is capable of handling boats?—A. We are not handling boats.

Q. No, but if you are appointing a coxswain, have you any one who can judge as to the suitability of the applicant, as to his experience? Do you determine that?—A. That would be stated by the officer in his report to us, giving his judgment upon the qualifications of the various applicants.

By the Chairman:

Q. Is it not notable that in the appointment of lighthouse-keepers, the qualification which Mr. Martell refers to has not had very great consideration?—A. If it has not had very great consideration, the fault is—

Q. I am not making any criticism; but is it not a fact that you have not considered that phase of a lighthouse-keeper's duty?—A. All these features are supposed to be inquired into by the official of the department who makes the report to us.

Q. I am referring to lighthouse appointments in other days, not by the Commission. A man who is appointed to the position of lighthouse-keeper should be able to handle a boat in times of distress. It is really part of his duty. This is something which had not occurred to me, and I do not believe it has been considered as it should have been?—A. In his application, the applicant is required to set out in detail his experience. It is a statement of experience.

By Hon. Mr. Marcil:

Q. Which statement must be controlled by your inspector?—A. By the inspector, yes. He is required to state his experience in detail, and it is on that statement that the judgment of the examiners is based, So far as the official of the department is concerned, his judgment is based on what he has ascertained in the oral interview with the applicant. We properly assume that these men go into every phase of the question before they make a recommendation. When the examiner is looking over the applications, he looks carefully into the experience statement of every applicant.

Q. But are you sure that every point is covered by the inspector?—A. What sometimes happens is this: The inspector would come to the conclusion that an applicant was the best qualified and has had the experience that the position calls for.

By Mr. Parent:

Q. The inspector you speak of is not an official of the Civil Service Commission?—A. No, an official of the Marine and Fisheries department. He comes to the conclusion that the man best qualified for that position is a civilian, but there are two returned soldiers who are applicants, and in his opinion those two returned soldiers do not possess the minimum qualification. In his report he states that James Brown is the best qualified for the position.

By Mr. Martell:

Q. Do you think that that has a tendency to produce efficient service in this country, that is, taking men with the minimum qualifications, whether they are returned soldiers or not, as against men with the maximum qualifications?—A. That is a matter for Parliament to settle. That is your problem.

By Mr. Parent:

Q. Take the district of Quebec—

Mr. SHAW: I do not think he finished his explanation.

WITNESS: He states that in his opinion the civilian is the best qualified, but he is not in a position to say that the experience of the two returned soldiers is not such as would qualify them for the position. In that case, he leaves the selection entirely to the Commission. Now, the Commission is confronted with the law which provides that where a returned soldier possesses the minimum qualifications, he shall receive the appointment; and if the law is to be impartially administered the Commission must give this position to the returned soldier. In a written examination, the civilian may get 90 per cent, but if your minimum is 60 per cent, the returned man with 60 per cent goes ahead of the 90 per cent man. If the returned soldier is reported as having the minimum qualifications, under the law, the Commission has no alternative but to give him the appointment. There may be a great deal of dissatisfaction in the locality because of the appointment of this man, because the civilian was particularly well qualified for the position and it went to a man who was not so well qualified. But there is a preference under the law which the Commission is bound to grant.

By Mr. McBride:

Q. In regard to the appointment of lighthouse-keepers, does the inspect require to have sea experience?—A. These men are well qualified men; th know their work.

By Mr. Parent:

Q. Take for instance the Marine and Fisheries department in the city Quebec. It is a very important branch of the administration, for there a many constituencies situated along the shores of the St. Lawrence river, a there are a great many lighthouses. Therefore, a large number of lighthous keepers have to be appointed. If a vacancy occurs in one of these constituenci say in the County of Montmagny or in the County of Montmorency, or in a of the other countries in that neighbourhood, to whom would you apply for report?—A. To the superintendent of lights who has jurisdiction over the d trict. He would be located in Quebec.

By Mr. Martell:

Q. They would call in the superindentend of lights?—A. The superintend of lights.

By Mr. Parent:

Q. You would not apply to the department's agent in Quebec?—A. would be made through the commissioner of lights, Mr. McPhail, I thi The superintendent of lights would have the position advertised, and t inspector would make his report to the superintendent of lights.

Q. The superintendent of lights is not an official of your Commissi You have not an official capable of judging? It is left in the hands of t inspector referred to?—A. If we were to set up a separate organization outs of the department in order to carry out these duties, it would be necessary set up provincial organizations with all kinds of experts, and you would sim be duplicating all kinds of positions. As it is, it involves very little additio

work on the department in making those selections, but if you are going to have experts for all those positions, we would have to very largely increase the organization that we have under the present system. As far as possible, we engage the assistance of the experts of the department in making those selections.

By Mr. Garland:

Q. All applicants have to make a sworn statement, have they not?—A. Yes.

By Mr. Martell:

Q. Do you apply the $200 rule in the Marine department as well as in the other?—A. Yes, in all departments.

By Mr. McBride:

Do you not think that the superintendent of lights should be a seafaring man and know just what those men in charge of lighthouses are liable to be up against?—A. If you inquire into the qualifications of these officials you will find that they were very well qualified. If they were appointed by the Commission, we would consider that they were particularly well qualified.

Mr. MARTELL: We have a very good man in eastern Nova Scotia.

By Hon. Mr. Marcil:

Q. Can you tell us the number of appointments in the Marine department which were left to the department, and how many were left to the Commission? You gave us the figures for the Post Office department; have you an idea of the number appointed by the department and by the Commission?—A. You mean lighthouse-keepers who were appointed by this method?

Q. Yes.—A. I can get those figures for you.

By Mr. Parent:

Q. With your knowledge of the situation, can you declare that so far as lighthouse-keepers are concerned, there is no competitive examination?—A. Of course, it is competitive examination within the meaning of the law. You can call our method a competitive examination in view of what the law states.

Q. Would it not be merely rating?—A. The law provides for a rating of the qualifications of the various applicants. A competitive examination does not necessarily mean a written or even an oral examination. Here is the law with regard to examinations. This is Section 39 of the 1918 Act. (Reads):

> "The examinations held by the Commission to establish lists of persons eligible for appointment may be written or oral or in the form of a demonstration of skill or any combination of these, and shall be of a character fairly to test and determine the relative fitness and ability of candidates actually to perform the duties of the class to which they seek to be appointed. Any investigation of training and experience and any test of technical knowledge, manual skill, or physical fitness that in the judgment of the Commission serves to this end may be employed."

That is pretty broad. Under that definition of examinations it can, I think, be reasonably held that the methods we employ conform to the law as stated.

Q. Did you get a report from the Justice department concerning the interpretation you have given?—A. We have not.

Q. That is your own interpretation?—A. We claim that the methods we employ are in accordance with the Act.

Q. Do you find any words in the Act, which you have just read, which would justify your ways of action in this matter of appointing lighthouse-keepers?—A. It says "Any investigation of training and experience."

Q. By your own officials?—A. Yes.

By the Chairman:

Q. What you say is that the appointment of lighthouse-keepers is really made on the recommendation of the officials of the Department of Marine and Fisheries, provided that that recommendation is within the meaning of the Act as interpreted by the Civil Service Commission? Is that it?—A. Yes. Here is the section of the Act under which we requisition the services of these officials. Mr. Parent has raised the question that we had not held those examinations by officials of our Commission. As I said, if we were to have officials for all these purposes, we would require a very greatly augmented staff.

Q. That is what the law says?—A. Here is the section of the Act under which we requisition the services of officials of other departments for the purpose mentioned.

Q. I do not see that in the law?—A. Here it is: Clause 3 of section IV which defines the duties of the Commission. (Reads.)

> "The deputy heads and all other officers and employees in the Civil Service shall give the Commission such access to their respective departments and offices and such facilities, assistance and information as the Commission may require for the performance of its duties."

By Mr. Shaw:

Q. In other words, the officials of the department become the officials of the Commission?—A. For that purpose, yes.

By Mr. Chevrier:

Q. You say that that is the connecting link, but I have never been able to see it. I am not prepared to agree that it is the connecting link. I am not criticising the system at the moment, but I fail to see there that the Civil Service Commission exercises any control, or has any power to control those appointments. By control I mean verifying the statements of those people. That is what I have not seen yet?—A. Of course, everything except the oral interview, everything that is disclosed by the statement is in this form which comes to us. For the oral interview we have a sheet which we send to the inspector, and upon which he makes a rating.

Mr. CHEVRIER: But I am not prepared to agree as to the nature of the test provided under section 38; I am not prepared to agree that that test is within the meaning of the Act as the Commission understands it. I fail to see where the Commission has exercised control in appointments of that kind. The officials of the department are not your employees.

By Mr. Martell:

Q. It is a subsequent section, is it not?—A. You mean the section I have just read?

Q. Yes.—A. That is the definition of the duties of the Commission.

Q. That you can use officials of the departments?—A. Yes. We employ people outside for the same purpose as we employ the officials of the departments. If we want to hold an examination at any outside centre, we employ some one outside to conduct that examination.

By Mr. Chevrier:

Q. I am not prepared to agree that that is a good system?—A. The person so employed becomes an official of the Commission for the time being.

Q. If he is paid by the Commission, but according to your report of the year before last, you employ a number of people gratuitously?—A. We employ advisory boards.

Q. That is the same thing?—A. Remember that when the appointment is made the Commission must take the responsibility for the appointment. The

method which they employ to obtain information with regard to applicants does not absolve them from responsibility, once the appointment is made.

By the Chairman:

Q. I would like to ask you a question. I would like to know what method under which you employ a man from the Department of Marine and Fisheries and the method of appointment adopted under the 1908 Act. In this case, you use the man from the department as your inspector, and as long as his recommendation is within the Act it is accepted. Under the 1908 Act the department would send the same man to select, and would act on his recommendation. The only thing I can see thrown into it is your final judgment that he is living within the Act. Is that not all the difference?—A. Of course, with regard to the procedure before the 1918 Act, I think, Mr. Chairman, it would be more appropriate to ask the officers of the department; I do not know what procedure was followed then.

Q. I am perfectly free to admit that I did not know that the inspectors used were the officials of the Marine and Fisheries department. I thought the inspectors you sent were your own staff; this is the first intimation I have had that they were not your own men?—A. If we were to set up an organization to take care of or to administer the Act in that way, it would be necessary, as I said before, to set up provincial organizations, to have a staff of trained men, and of course the expenditure, which is considered by some too large at the present time, would be augmented four times.

Q. You use these men from the standpoint of economy?—A. Yes.

By Mr. Parent:

Q. Could you not say that you should look to the person responsible for these appointments?—A. That is your problem. You are going to hear our methods and you are going to contrast them with the methods employed before we were given jurisdiction over these appointments, and it is for Parliament to say whether it made a mistake in 1918 in giving us all these appointments.

Mr. PARENT: That is why we want you to give the facts.

By Mr. Shaw:

Q. I would like to ask you a question. I would like to know what method is taken by a Government department in appointing outside of or regardless of any connection with the Civil Service Commission at all, and without consulting the Civil Service Commission. How are these things done?—A. With regard to that, I think that would be a very appropriate question to ask the department itself, because, of course, we do not suggest ways by which the Act could be overcome, and if there are any such ways we are not acquainted with them, because the law requires the Commission, if it is aware of any infractions of the law, to investigate.

By Mr. Chevrier:

Q. Have you found any of these cases, where appointments were made outside the jurisdiction of the Civil Service Commission, where people have been appointed to the service?—A. There is one thing you can rest assured of, and that is that no permanent appointment can be made in that way. Persons may be employed, but no permanent appointment can be made except through the Civil Service Commission. That is, excepting the exempted classes, of course.

By Mr. Shaw:

Q. I did not have in mind the question of the exempted classes, but I have a case in mind where a man was employed at the rate of $280 a month, and

distinctly informed that it was outside the Civil Service Commission. Is it a temporary appointment, or how would that be done?—A. If you would send me the name of the person, I could inquire and let you know, but probably, if you are aware of the department in which the man is employed, you could ask the Deputy Minister when he comes before you how that man is employed. You have the Income Tax department, which, of course, is exempt from the Civil Service Act, and you have the Department of Soldiers' Re-establishment, which is a very large department yet, and you have the Soldier Settlement Board, which is still a fair sized department.

By Hon. Mr. Marcil:

Q. The Purchasing Board?—A. Of course, the Purchasing Board is——.

Mr. CHEVRIER: Defunct.

By the Chairman:

Q. What technical men are exempt?—A. There are no technical men exempt, unless you call skilled labour, mechanics and similar positions technical.

Q. There are no technical men at all, from any department?—A. No.

Mr. SHAW: It is now 1 o'clock, and if we are going into the methods of employing technical and professional men, I think it is getting pretty late.

By Mr. Chevrier:

Q. Might I ask this. I do not know whether Mr. Foran is prepared to give an answer, but I would like to know why these different departments are not placed under the jurisdiction of the Civil Service Commission. Can you give me the reason, the Income Tax, and the others?—A. The only explanation I have ever seen is that given in Parliament, that they were on a purely temporary basis, although the Income Tax is not on a temporary basis. We will have taxes to pay as long as we are in this world, I think, so it is not temporary. The Soldier Settlement Board is gradually demobilising, and so is the Department of Soldiers' Civil Re-establishment, though it has been in existence four or five years, and they will certainly be a certain permanent department for many years.

Q. Are you aware of any complaints as to the way it works out in these departments?—A. No complaints would come to us, because we have no jurisdiction.

Q. You have never heard any complaints?—A. I have heard a great many things that do not come to me officially.

The CHAIRMAN: Gentlemen, we will not be able to sit this afternoon. Mr. Brown's motion comes before the House this afternoon, also the motion to allow us to sit while the House is in session, so I think we will adjourn until 10 o'clock to-morrow morning.

By Hon. Mr. Copp:

Q. I have been informed that the Marine and Fisheries Committee meets to-morrow morning, and also the Agricultural Committee.

The CHAIRMAN: If our order of reference is accepted in the House this afternoon——.

Hon. Mr. COPP: We could sit from ten to eleven.

The CHAIRMAN: Yes, we could possibly get through a good deal of the general information which we want Mr. Foran to give us in the hour to-morrow morning, then we would know better when to call our next meeting; we might sit Tuesday afternoon. I do not feel like calling the Committee until that order is passed.

APPENDIX No. 5

Hon. Mr. COPP: I believe the special committees have to fix their hearings so as to not interfere with the regular committees, as much as possible.

The CHAIRMAN: We will meet at 10 o'clock to-morrow morning, then. We will have an hour, and will continue with Mr. Foran.

The Committee adjourned until 10 a.m., Tuesday, March 20, 1923.

TUESDAY, March 20, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 o'clock a.m., the Chairman, Mr. James Malcolm, presiding.

The CHAIRMAN: Gentlemen, we have now a quorum and I think we had better commence the proceedings. I would like to say for the benefit of some members, who unfortunately were not here yesterday, that the evidence when printed will speak for itself. Mr. Foran gave a review of the operations and work of the Civil Service Commission, and he intends to proceed this morning along the same line. He has documents which were asked for yesterday, and he intends to continue and enlarge upon the explanation which he gave yesterday as to other branches of the service. I would ask the members of the Committee this morning to allow Mr. Foran greater freedom in the recital of his explanation of his work. It is rather hard for him to give a continuous explanation, if every little point is interrupted by a member, and I think it would be better for us to reserve our questions until he has explained one branch of the Service. When he has completed his explanation in regard to one branch, it will be in order to ask questions. By following that course, I think we will get a better story, and it will also be easier for Mr. Foran.

W. FORAN recalled and further examined.

The WITNESS: As your Chairman has stated, there were a number of matters arising out of yesterday's proceedings with regard to which I was asked to make some inquiry and in some cases to produce papers. I am handing to the Clerk of the Committee the following additional documents.

(1) List of positions excluded, in whole or in part, under the provisions of section 38 (*b*), from the operation of the Civil Service Act, 1918, as amended by chapter 22, 11-12 George V.

(2) List showing the distribution of departments among the three Civil Service Commissioners.

(3) Copy of the resolution of the Civil Service Commission approving the present procedure in connection with the appointment of rural postmasters.

(4) Chart showing the present procedure in connection with the appointment of rural postmaster.

(5) Copy of Order in Council, dated February 28, 1918, defining the extent of the jurisdiction of Order in Council P.C. 358 of the 13th February, 1918.

This supplemented the Order in Council to which I referred yesterday and which was passed by the Government in order to remove any doubt as to the application of the Order in Council of the 13th February with regard to such Boards and Commissions as were in operation at the time.

(6) Statement showing the approximate number of positions in the Department of Marine and Fisheries with salaries at less than $200 per annum.

Mr. Marcil yesterday raised the question as to where the rural post offices stopped and the city post offices began. Inquiry at the Post Office department has elicited this information:—

"In connection with the inquiry yesterday relative to rural post-offices and city post-offices, the establishment of city post-offices is at the discretion of the department and a general rule followed by that department is that before the place may have a city post-office there must be a population of 12,000 and a revenue of approximately $20,000. This, of course, is not followed out religiously in every instance, but may be quoted as a more or less general rule. All others are rural or revenue post-offices."

I think it is customary to refer to post-offices in small places as rural post-offices, and in larger places as revenue post-offices.

When the Committee rose yesterday we had just about completed our statement with reference to the procedure in the appointment of rural postmasters and lighthouse-keepers. Now, I should like to say that the procedure with regard to similar positions in all departments is practically the same. Some of the positions that I might mention in this connection are lockmen and bridgemen in the canal service, forest rangers and fire guardians, caretakers and watchmen, minor fishery officials, such as fishery guardians, hatchery helpers, etc., minor officials in the signal and meteorological services. The procedure is identical in all cases where the Commission is of opinion that the position is not one which definitely lends itself to a written examination. The position is simply advertised, and the application is received by the responsible official of the department in the locality or district. He makes a report on the qualifications of the applicants. He is required to interview them and to furnish us with the result of his interview on a form which we supply to him for that purpose; and on his report, closely checked and scrutinized by the examiner in charge of that department, the appointment is made by the Commission.

Now, if you gentlemen have sufficient information with regard to the procedure followed in connection with those appointments, I shall take up some larger groups of the civil service, such as the clerical group, and describe the procedure followed in the filling of those positions. But I think, Mr. Chairman, that before leaving this subject, perhaps it would be just as well if the matter were cleaned up should any members of the Committee desire to ask questions.

By Hon. Mr. Marcil:

Q. The Customs department has not been mentioned. Would you tell us what the procedure is in the appointment of officials to the outside service? I understand that there is no longer an outside service, but I mean the service outside of Ottawa, such as collectors, preventive officers and so on.—A. In the case of those sub-collectors, where the salary is over $600, a written examination, as well as an oral interview is required. Where the position is under $600, the procedure is identical with that I have described in connection with the other departments.

Q. The examination is held by whom, by the district officer?—A. By the district officer.

Q. And he reports to the department, or to the Commission?—A. He reports to the Commission. In some instances, the department has asked that those reports should be presented through the medium of the department. In other cases, for example, in the Department of Customs, they prefer that we should deal direct with those officers outside of Ottawa.

Q. The only department to which reports are sent is the Post Office department?—A. And the Marine and Fisheries department and Public Works department. It is also true in regard to the Department of Railways and Canals. Our reports are received through the chief engineer there.

By Mr. Brown:

Q. In the case of rural postmasters with a salary of under $200, the appointment is made on the investigation of the sub-inspector?—A. The sub-inspector.

Q. What effort does he make to procure information regarding the various applicants on which he bases his report?—A. He would make inquiries in the locality through some medium with whom he was acquainted. He would probably write to the prominent men in the locality. Where there was a parson, or a priest, or a doctor, or a lawyer, or some professional man, some outstanding man, he would probably write to him with regard to conditions in the locality; and in many cases, unless the distance is too great he would probably visit the locality himself and look into the conditions.

By Hon. Mr. Marcil:

Q. He has no definite instructions on that point; that is left to himself?—A. That is left to himself. The means which he takes to procure information for his report are left entirely to himself. I think that perhaps the procedure could be defined in greater detail by an officer of the Post Office department, who will probably appear before you. The present superintendent of that department was formerly an inspector in charge of a very large district, and he can tell you exactly what is done in those cases. That, so far as I know, is what is done in cases of that kind.

Q. I presume as there is no deputy minister of the Post Office department, Mr. Coolican would be able to give us some information?—A. Mr. Coolican would probably be the official of that department who will be asked to appear before you.

The CHAIRMAN: Are there any other questions—.

Hon. Mr. COPP: There are one or two questions I want to ask if you want to clean up what Mr. Foran went over yesterday—.

The CHAIRMAN: I think it is cleaned up, unless—.

Hon. Mr. COPP: There are one or two questions in regard to that I would like to ask.

By Hon. Mr. Copp:

Q. I understand, Mr. Foran, from your statement yesterday you went over the Post Office department and the Marine and Fisheries. As I understood you, if there was a vacancy in the Post Office department you would send a post office inspector of the province where the vacancy occurred for his report. In cases where there were three or four applications for that position, would he select a man and report on one, or send in a report on all the applicants?—A. He would send a report on the four applicants.

Q. To whom would that come?—A. To the department now. I showed you yesterday where within the last three or four months we had changed our procedure in regard to that. The department now deals directly with these applications, and only after the report on the applications was received and sent to the department—

Q. It comes to the Post Office department?—A. First.

Q. And do they select?—A. No, they send the report on to the Commission with such comment as they desire to make on that report.

Q. To what branch of your Commission would this report come?—A. It goes to the examination branch.

Q. Here it says "supervised by the assistant secretary and chief examiner."—A. Yes.

Q. Do they look over that report and select a man?—A. A very careful examination is made. The examiner in charge of the Post Office department

at the present time is Mr. Bouchard. Mr. Bouchard makes a very careful examination of the report of the inspectors, and such supplemental reports as the department may send in, and then he makes a recommendation to the commission based on this report.

Q. Does he make any examination for himself?—A. Yes.

Q. What procedure would he follow in this examination branch?—A. He would go carefully into it and make a report for the information of the Commissioners.

Q. He would not go outside to get further information?—A. No.

Q. What information would he get from that report, that the Post Office inspector might not be recommending his own brother, or brother-in-law, or some relative in regard to that?—A. Well, unless the application form discloses the fact that he was a relative of the official, I do not suppose—the application form shows whether he has any relatives in the service.

Q. Whether this man he is recommending is a relative of the Post Office inspector?—A. Yes, the application form is required to show whether or not he has any relatives in the public service, and how many.

Q. Have you a copy of that form?—A. Yes. (Reading): "Are any members of your family employed in the civil service?"

Q. How far would that go, "any member of your family?" A brother would not be a member of his family, would he?—A. I should say so, yes.

Q. Or a brother-in-law?—A. Well, of course, it depends upon whatever interpretation you put on that question.

Q. I am asking as a mere matter of information how far would you follow it down to know that he was absolutely impartial? The idea of this Act was to get clear of any favouritism, either party or personal, or anything of that kind, and I was trying to find out how far the examination branch followed that down and that is the only thing they have—what is on that form (indicating). —A. That is all, if his brother is the best man, do you think he should not recommend him?

Hon. Mr. COPP: I am not on the stand here.

The CHAIRMAN: Any other questions?

Hon. Mr. COPP: I have no further questions.

The CHAIRMAN: Mr. Foran, proceed to the next branch of the organization you want to take up.—A. I think for the purposes of this Committee it would be useful and appropriate at this juncture if I would take some of the larger groups of the service proper, that is the large branches of the service, and describe the examinations which are held, and the method which is adopted in the filling of these positions.

I have a statement here of these larger groups. For example, we have 3,500 postal clerks in the public service; we have 1,500 railway mail clerks. In the lower grades in the postal service, divided as follows, letter-carriers, 2,500; postal porters, 500; transfer agents, 250. We have custom excise clerks, 500; custom excise examiners, 1,000; custom excise enforcement officers, 250; clerks—that is throughout the entire service—3,000; clerk, bookkeepers, 200, clerk-stenographers, 2,000; clerk typists, 500; inspectors of weights and measures, 75; inspectors of gas and electricity, 35. Other classes for which examinations are held as required: prison guards, 200; light-keepers, 1,000; immigration inspectors, 250; elevator operators, 200; and caretakers, 350.

Now, I have a pamphlet here, a number of which I have brought over for distribution among the members, which includes among other things the subject of examinations, and which includes other things which I will supplement later on. I am quite sure if you read this pamphlet carefully, you will see what the examinations are, and the procedure which we follow. We are required to main-

tain eligible lists for these large groups of the service. This is a very simple matter, because you can hold your examinations at regular intervals in all convenient centres throughout the Dominion, and the duties of these positions are such that it is a simple matter to prescribe a reasonable and practical examination. The examination for many of these groups is the same. The examinations, as I say, are held at regular intervals, and eligible lists are established. Only recently we had an examination for postal clerks, postal porters, letter-carriers, and all similar employees of the Post Office department. We held examinations at all central points from Halifax to Victoria. We had over 3,000 applicants writing on this examination. From an examination of that size, you would probably have at least fifty per cent who would qualify. The names of those successful applicants are put on the eligible list. When the Post Office department requires a postal clerk at Vancouver, for instance, a requisition is sent to the Civil Service Commission. This requisition comes into the office and is sent to the central registry, and after the file is made, it is transferred to the organization branch where the proper classification of the position is indicated, and it then goes to the assignment branch, and the name of the next man on the list is sent to the department as the person to be appointed when the necessary certificate is issued. In connection with all these positions, as I say, there are large eligible lists always available, and that is one of the reasons why very often a member of Parliament has a complaint made to him that a certain applicant for employment has made application from time to time and never received any position. It follows, that as long as we have eligible lists as the result of these examinations, it is useless for any other applicant to put in an application. The only way to obtain one of these positions now is to take this examination. In the early stages of our work, the requirements of the department were so great and the facility for handling the examinations were more or less limited, and a great many temporary assignments had to be authorized, but now with the system properly organized, we find that there is really no necessity to assign even for temporary employment any person who has not passed these examinations. Now, that is the condition with regard to these large groups which I have mentioned, which means approximately 15,000 employees—which is an army in itself.

By Hon. Mr. Copp:

Q. What does that refer to—the 15,000?—A. I am referring to the examination which we held for these large groups of employees, postal clerks, railway mail clerks, and so forth.

Q. Those are the ones on the eligible lists?—A. No, that is the number of employees. As I have stated, we hold examinations at regular intervals, and in our recent examinations we had over 3,000 candidates writing for these postal positions alone. So, when you establish an eligible list for 1,200 or 1,500 men, you can appreciate that will meet the needs of the department for quite a considerable time. I cannot say what the annual turn-over in the department will be, but about ten per cent; so you see these eligible lists will meet the needs of the department for quite a considerable time.

In the United States, the life of the eligible list extends for one year. The Commission here has under consideration the question of limiting the life of an eligible list. You can quite understand that a man may take an examination now for, we will say, postal clerk. He may be away down on the list, 700, we will say. His name would not be reached for a year and a half or probably two years. By that time he may have secured other employment. If not, it is just a question whether when you get down to that position on the eligible list you are getting a first-class man, unless your minimum standard is very high. The only way in which we can limit that list would be to raise the standard,

and of course when you raise the standard there is usually a very strong protest from the public. The Commission has under consideration now the question of limiting the life of an eligible list. While we may not see good reason to adopt the same limit as they have in the United States, I do not think it likely that the Commission will extend the life of an eligible list beyond two years.

By the Chairman:

Q. What is it in England?—A. In England the conditions are different. They hold examinations there for a given number of positions. That brings up another point which we are considering at the present time, whether it would not be better in the interest of the civil service to indicate approximately the number of positions for which the examination is held, and to draw your line for your eligibles at such places as would give you a sufficient number to meet the probable needs of the department for a given time.

By Mr. Brown:

Q. I understand then, the examinations have been held without any regard for the possible needs. Is that true?—A. Our examinations now are held in order to establish an eligible list, without reference to the needs of the department.

Q. Have you any set times for holding them?—A. Just as the departments may require them.

By Hon. Mr. Marcil:

Q. These examinations are held by whom?—A. Of course, everything is prepared here by our examiners. The questions for the general examinations are prepared by the examiners. We found it was much more economical to employ a staff for that purpose than to follow the system which we inaugurated under the Act of 1908. Under the Act of 1908, we were required to hold two examinations; the examination for the third division which was simply of a primary school standard, and a second division examination, which was a second and third year university standard. The papers for the third division examination were prepared by outsiders, by teachers in our high schools and some in our primary schools. For example, the principal of the primary school or a teacher of the collegiate institute would be the examiner.

By Mr. Drummond:

Q. Is the method you have outlined in appointments invariably followed?—A. Yes, absolutely.

By Mr. Rinfret:

Q. Has the Commission power to limit the duration of a list?—A. Yes.

Q. Does that mean they could put off names after they have been on the list at their own will?—A. I think it would be competent under the law for the Commission to decide by resolution that the life of an eligible list should be limited.

Q. I would like to make myself clear. I understand that some persons pass the examinations and are put on the list. After a while the Commission has power, has it, to displace those names?—A. Not displace those names, but limit the life of the list.

Q. That is, these men would have to pass their examinations again?—A. Yes.

By Mr. Brown:

Q. The whole list would go?—A. Yes, the whole list would go. In the United States, you hold examinations to establish an eligible list of a thousand or two thousand names. You may make only two hundred or three hundred appointments from this list. The persons taking the examinations are aware

that if they are not selected within the year they must present themselves again for the examination in the hope of getting higher on the eligible list.

By Mr. Brown:

Q. When a number of candidates pass the examination, are they arranged in order of merit?—A. Yes, absolutely. My own personal view with regard to this matter is that it would be better for us to advertise our examination for a probable number of positions and to preserve the eligibility of every one who is declared eligible until he receives an appointment. I think it would probably cause less dissatisfaction.

By Mr. Chevrier:

Q. Going back to this question of your examinations, are the examinations set for two things, as to the duties of the office, and, say, the educational qualifications?—A. Well, of course these entrance examinations have very little bearing on the duties of office.

Q. Take postal clerks. For any higher category are the examinations set as a test for educational qualifications and duties of office?—A. Well, of course, a man entering the service could not be expected to know very much about the duties of the office.

Q. All right, leave that aside. Where you have to fill a position which necessitates knowing the duties of an office, who sets this examination?—A. That would be more of a promotional examination; that would be an examination for those already in the service who have had an opportunity of acquainting themselves with the duty of the office.

Q. Who would prepare the examination in that case?—A. I think jointly, by the examiners and those in charge of the department.

Q. Let me get that right. Do I understand you to say that your examiner, with an official of the department, would set the papers on the duties of office? —A. Yes.

Q. Who would correct it?—A. It would be corrected jointly by the two examiners.

Q. That is the practice which is followed?—A. Yes. That seems to be the reasonable and only practice which can be followed.

Q. Well, Mr. Foran, I do not know whether I make myself clear. I say, is that the practice that is actually followed? You say it would be a reasonable practice. Is it followed?—A. Yes.

Q. Invariably corrected by the officials of the department and the examiner on your board?—A. With regard to the duties of office, yes.

Q. In all cases?—A. In all cases.

Q. They are corrected by both sides?—A. Yes.

Q. Well, how is it done?—A. It is done—.

Q. Will they correct it jointly, or does one correct it and then hand it over to the other, or how?—A. They are jointly discussed with the department first—.

By Mr. PARENT: If you do not know anything about it, Mr. Foran, will you please say so—.

The WITNESS: I was going to say that we have the chief examiner here, and he is probably better acquainted with the exact procedure. I am speaking in a general way. Of course, this thing has grown to such an extent that I am not absolutely familiar with all of the details, and I am referring to the chief examiner to confirm what I am saying.

By Mr. Parent:

Q. The chief examiner should be called as a witness.—A. I hope he will be.

By Mr. Chevrier:

Q. Would the chief examiner be the one of whom I might ask that question?—A. Yes. While you are on that subject, if you want that answer now, Mr. Bland is here, and you can refer to it with him.

Q. You can ask him—A. (Interposing) Mr. Parent would rather have the question put directly to the chief examiner.

The CHAIRMAN: I mentioned before you came in this morning, Mr. Chevrier, that Mr. Foran's position here was to explain the general workings of the Commission and it would be more advisable if we allow Mr. Foran to make his complete statement relative to these things, and at the end of his recital on any one subject it would be wise then for the members to ask what questions they wanted. If at the end of the recital on a point, Mr. Foran would rather have the questions which might be based on that point, answered by one of his assistants who is better able, perhaps, to answer those questions, then we could call that assistant of Mr. Foran, swear him as a witness, and allow him to answer that question for Mr. Foran. If the Committee is satisfied on the information given now by Mr. Foran on this list, I think it would be quite in order to take that procedure and if Mr. Foran has something else generally to say on this point, to let him finish before we call this witness to clear up these points.

The WITNESS: I think, Mr. Chairman, as we are now dealing with a very large number of employees—in fact that class of employees about which very little is known, and about which I think you gentlemen hear a great deal, (I am quite sure that the number of enquiries you have about positions are in regard to positions of this character), and as I have explained the method by which we fill them, we might just as well clean this up now, and it would be desirable, if you want to get more particulars about the exact details of the examinations, to swear in the chief examiner now, and clear this up, and then we can come to the professional and technical positions after we get through with this.

By Mr. Hughes:

Q. I have one question I wish to ask of Mr. Foran. When a vacancy occurs or when additional help is required, for instance, in the railway mail service, how does the information come to the Commission? Who decides that additional help is needed?—A. The department.

Q. The department makes the application to the Commission?—A. Yes. I might make that point clear. The statement has been made that as a result of this Commission the staff of departments have increased beyond all reasonable proportions within the last few years. Now, I want to make it perfectly clear that the Commission has no right to appoint to any department unless requested to do so by the department itself. It might be you would have twenty vacancies in any department of the public service, and yet if the Commission did not receive a requisition for the filling of these positions, they would remain vacant. We only fill the positions on the request from the department.

By Mr. Martell:

Q. In other words, you have no control of the department?—A. No, not as regards the filling of these positions. Our duty begins when we receive a requisition to fill the vacancy.

By Mr. Hughes:

Q. And if necessary to fill the vacancy quickly—if it is a seasonable appointment—A. If we have no eligible list we make a local selection. As a matter of fact, outside of Ottawa, under our regulations, they have the right to take on any person for thirty days without reference to the Commission.

Q. The department has?—A. Yes, if they desire to continue the employee beyond thirty days, they must obtain permission from the Commission.

By Mr. Martell:

Q. How long do you extend temporary employment—your certificate says "three months" and then on the request of the department you would extend it for another three months?—A. Temporary employment may extend for six months, and a further extension may be granted for another six months, if requested by the deputy. There are not very many instances where we refuse to extend the appointment. If we refused, we would be told we were instrumental in loading up the department with permanent employees.

By Hon. Mr. Copp:

Q. Mr. Foran, in regard to the eligible list. You mentioned one for postal mail service, 3000—A. The railway mail clerks are 1,500.

Q. Well, 1,500. Now, after they take this examination and are put on the eligible list, are they notified that they have been successful and are on the eligible list? That is a more or less public document—everybody knows about it?—A. Yes.

Q. Could you file a copy of it?—A. A copy of the eligible list?

Q. Yes.—A. Yes.

By Mr. Martell:

Q. As you know there are two other committees at 11 o'clock, the Marine and Fisheries and the Railway and Canals. Now Mr. Bland, if he is going to give evidence, will be subjected to some considerable examination. I intend to examine him very thoroughly myself on account of certain things that have come to my notice and I think it would be well if we let him stand over until this afternoon.

The CHAIRMAN: We have ten minutes yet. Mr. Chevrier was going to speak to Mr. Bland, but probably he would waive his right—

Mr. MARTELL: No, I have not got the data with me.

Mr. SHAW: I would like to ask one or two questions, Mr. Foran, if you will permit.

The CHAIRMAN: That is quite all right. I want to facilitate the inquiry.

By Mr. Shaw:

Q. I want to make it clear, if I can, on one point. As I understand it, Mr. Foran, no person is appointed to any department without the requisition of that department and therefore the department is the only one which is responsible for the number of men in that department—A. That is absolutely so.

Q. That is correct, is it?—A. Yes.

Q. Then I understand if any temporary assistance is required in what we call the outside service they may take on that temporary assistance without reference to the Commission for thirty days?—A. Yes.

Q. And that temporary help must receive the approval of the Commission if retained beyond that time?—A. Yes.

Q. Then I understand—and correct me if I am wrong—that with regard to the employees of any department, they are entirely under the control of that department?—A. Absolutely.

Q. That is, they can be fired or suspended at any time that the head of the department sees fit, without reference to the Commission at all?—A. That is so. The suspension must be reported to the Commission and the employee has the right to file an appeal. That is done in a very few cases, because it is very seldom that an employee is suspended without cause, and he realizes that he is suspended for good reasons, and he is not likely to appeal to the Commission.

Q. Then, Mr. Foran, would it be correct for me to say that with regard to entrance into the service—that is under the control of the department in the sense that the number required for duty is designated by them?—A. Absolutely.

Q. So far as the outlet of the department is concerned that is under the control of the department, and the Commission has nothing to do with it?—A. The removals are made by the Governor in Council.

By Hon. Mr. Marcil:

Q. How long must a man be on before he can be rejected?—A. As I said yesterday, he may be rejected after one day's trial.

Q. But he may stay on for six months before the department can get rid of him?—A. No. They can get rid of him after a day's trial. If the department, for a good and sufficient reason, comes to the conclusion that a man is not suitable for the position they can reject him after one day's trial. It has been held that inasmuch as the Commission is the appointing power that they must put the person assigned at work in order that the provisions of the Act may be carried out. He receives the appointment, and after he has been put to work he is under the jurisdiction of the department, and they may reject him after a day's trial.

By Mr. Brown:

Q. Does that remove him from the eligible list?—A. Not necessarily. His rejection is reported to the Commission.

By Mr. Parent:

Q. Does this rule apply to the Civil Service Commission employees?—A. Yes.

Q. To employees of the Civil Service Commission?—A. Yes.

Q. Then you will have an appointee on the Civil Service Commission only when it comes through the Minister?—A. Comes through the Minister?

Q. Of the department, or the Secretary of State?—A. We really have no minister. There is no minister who is directly responsible for the Civil Service Commission. It is an independent body. The Secretary of State is the medium through which the Commission report to Council. He is named for that purpose.

Q. When an appointment is made by the Civil Service Commission for your own organization——A. It is made on the requisition of the Commissioners.

Q. Themselves?—A. Yes.

Q. No department has anything to do with it at all?—A. No.

By Mr. Martell:

Q. Mr. Foran, supposing the department wants a particular man with particular qualifications, and they have in their mind a man who is one hundred per cent proficient, and who they believe to be the very best possible man that can be secured for that position. The department can not get that man if the Civil Service Commission says no?—A. Oh, that is true, but of course that is an almost improbable case. I doubt very much whether you could convince the Commission that a one hundred per cent man is not the man to be appointed. The only obstacle in the way of a man such as you describe receiving an appointment would be the fact that a ninety per cent returned soldier might be on the list, or might be an applicant. In that case, the law requires the appointment to be given to the returned soldier.

Q. Take the case, for instance, of a lawyer for the Marine and Fisheries department. You probably have men who have taken exactly the same course at college, and been practising for years. One of these men, perhaps as a result of where he has lived, or the industry in which his people have been engaged,

might make shipping laws to him second nature—know all about boats and vessels, and be thoroughly familiar with navigation; such things could not be shown by certificates. The Civil Service Commission might have these two men for one position. One man may have passed a better college examination and have been a more successful practitioner along certain lines. How would you differentiate so as to get the peculiar qualifications which this man has?—A. I imagine that in the oral interview the fact that he is well versed in the shipping laws would be brought out. I imagine, if the department was especially interested in this appointment, that they would bring out that fact; that they would be able to convince the gentlemen composing this advisory board that, while this other man may have had a better academic training along certain lines, this man whose appointment is desired, for some reason or other, has had much more experience in the shipping laws, which would make him the most desirable official for the position.

Q. Supposing these men were equal in scholastic attainments; they passed the same grade of examinations, and have taken the same course of lectures, but one man probably has lived in a locality and brought up where he knows all about boats and vessels, but perhaps has not been practising very much shipping law. How will you decide? Is it not a case of——A. My experience justifies me in saying that if such a case came before the advisory board, the man you have in mind would receive that appointment.

Q. Is it not a fact that when you go to select a barrister, for instance, you submit the names of these men to solicitors in the city of Ottawa, some of them who do not know—say if it was a case for the Marine and Fisheries—do not know the bow from the stem of a ship, and the Commission makes a recommendation with the result sometimes that a landlubber is appointed instead of a lawyer?—A. No, I would not say that is the case. We submit all the applications to a competent board. At least, we consider it is a competent board. We get outstanding men in the profession. The Department of Marine and Fisheries would be represented at that board. For example, if you were an officer representing the department you would explain to the gentlemen composing that advisory board the type of man you wanted, and the precise knowledge you required of a man in order to fill the duties of this position, and I am quite sure the members of that board would see your point and would probably select exactly the man whom you claimed would be the man for that position.

Q. These men may not know. Their branches of learning may not be such as to enable them to be capable judges of a marine lawyer. For instance, if you got a committee in the city of Ottawa, of lawyers—these men are not as well qualified to select that man, as if you got some men along the seaboard?—A. Would not that apply to other branches as well? Would not that apply to your Supreme Court, for example? Do you mean to say that the judges of the Supreme Court are experts in all matters, in all cases that come before them? They must take expert advice in certain cases.

Mr. MARTELL: Yes, and then you have your nautical assessors sitting there to advise your judges—

The WITNESS: And when you come to the advisory board, they have the same opportunity of calling in expert assistance—

The CHAIRMAN: Gentlemen, this must not turn into an argument.

The WITNESS: We would have, assisting the board, gentlemen to give them the exact information of the qualifications required for a position, and I say that I cannot see how the advisory board would make a mistake by selecting a man who is not qualified. These men are assuming a very grave responsibility, and agree to sit on these advisory boards. They do this purely as a public service.

They are outstanding men in the community. We have judges of the Supreme Court who have been on our advisory boards in connection with the filling of legal positions, and I would say that I cannot conceive that it is possible these men would make any such mistake as you think would be possible under the circumstances.

By the Chairman:

Q. Mr. Foran, one question please: Does the examining board on a requisition from the department for a highly trained technical man, take personality into consideration in the men?—A. Yes, that is a very important factor. Of course, I thought perhaps we would deal with that in more detail this afternoon, because I know that is one of the phases of our work in which my friend Mr. Martell is particularly interested—that is, the appointment of professional and technical men, and I think if we leave that over until this afternoon we could go into it in more detail. I have a number of lists of the boards who have held examinations from which selections have been made, and the methods by which they were worked.

By Mr. Martell:

Q. Will you produce this afternoon a list of the lawyers which have been appointed for the last five or six years, with a statement showing the method by which they have been selected, and who the advisory lawyers were, sitting on the tribunals—so to speak?—A. Yes.

By the Chairman:

Q. Mr. Chevrier's position in regard to questioning Mr. Bland will come up this afternoon. Whether or not we will manage to get through with this, I am not prepared to say .

The WITNESS: Oh, I think we will. You will probably sit the most of the afternoon.

The CHAIRMAN: Yes, I hope we can arrange to do that.

Mr. MARTELL: I do not want Mr. Foran to think I am antagonistic in any way—

The WITNESS: Oh, certainly not.

The CHAIRMAN: How many members want to retire now?

(By a show of hands a large majority replied in the affirmative to the request of the Chairman.)

By the CHAIRMAN: I guess, then, we will have to rise.

Hon. Mr. COPP: May I ask one question, before we rise, which was brought out by Mr. Shaw's question about appointments to departmental positions. Supposing any department—the Department of the Interior, we will say—the minister of that department feels his staff is too large in certain branches of his department. There is a permanent employee that he can get along without. What action does he take to get clear of him?—A. He abolishes the position and reports his name to the Civil Service Commission, and the man is then put on the "lay-off list," and is eligible to appointment to any similar position in any department.

Q. He is not retired on a pension or anything of that kind?—A. No.

Q. You speak of abolishing the office: I don't mean the abolishment of the office?—A. The duties of the position have ceased.

Q. If a minister thinks he can get along with less men?—A. Quite so. It is always competent for a minister to reduce his staff. If he has a permanent official, then the name of that official is reported to the Civil Service Commission, and his name is placed on the eligible list for reappointment to some other

department in a similar capacity in the public service above all other candidates, even those who qualified by examination or otherwise.

By Hon. Mr. Marcil:

Q. Could we obtain a list of such men?—A. Yes, it would not take very long to prepare that list.

By Mr. Martell:

Q. Before you retire, will you kindly tell us this: Supposing a man's position is classified within a certain category in the list, and then a higher position becomes vacant in the service in the same department. How is that classified, or is the position classified, and how would a man be promoted from a junior to a senior position?—A. If the vacancy is in a higher position, it is filled by promotional competition.

Q. If a man is classified in the junior list?—A. If there is a vacancy in the higher position it is filled by promotional competition.

And the Committee took recess until 3.30 p.m.

Afternoon Sitting

The Special Committee on the Civil Service Act of Canada resumed at 3.30 p.m., the Chairman, Mr. Malcolm, presiding.

W. FORAN recalled, and further examined.

The CHAIRMAN: Gentlemen, there is just one request that I wish to make. The original intention was to have Mr. Foran explain the working of the Civil Service Act, but the investigation has enlarged somewhat, and Mr. Foran has been treated more as a witness than as an instructor. I thought it would be better for us to hear Mr. Foran's explanation of the way in which he operated the Act under the instructions of the Commission, and under the interpretation of the Act itself. I would like when Mr. Foran takes up a point to explain it, that we reserve our questions until he has completed his explanation of that point. If the members would make their notations and after he has completed one point ask questions consecutively, I think the report would read better when we get it from the printer, if we did not interject questions at every few words, and the questions were reserved until the end of his statement. What point do you wish to go on with now?

WITNESS: When the Committee arose this morning, it was decided, I think, that Mr. Bland should take the stand this afternoon to explain more minutely the details of our examination work.

The CHAIRMAN: Mr. Chevrier wanted Mr. Bland's explanation of certain points. Are you prepared to go on with that, Mr. Chevrier?

Mr. CHEVRIER: I am prepared to go on whenever it suits the convenience of the Committee.

Mr. MARTELL: Does that mean that when Mr. Chevrier is through with Mr. Bland, other members may question him?

The CHAIRMAN: Yes.

Mr. MARTELL: I am not prepared to go on to-day, but I will be to-morrow.

The CHAIRMAN: Would you rather leave your questioning of Mr. Bland until to-morrow, Mr. Chevrier?

Mr. CHEVRIER: That would suit me.

The CHAIRMAN: Then perhaps Mr. Foran could go on with his explanation of other phases of the organization.

WITNESS: Personally, I think it would be useful to place Mr. Bland on the stand at the present time in order to explain more minutely some details of the examination work, for example, in connection with the point which was raised by Mr. Chevrier this morning as regards the valuation of papers jointly by the department and the Commission. My impression is, as I stated in my evidence, that the work was always done jointly. But it may be that there has been a case of which Mr. Chevrier is aware, and in which the valuation was made either by the Commission or by the department, and not jointly. I think it is well that that point should be cleared up before we proceed any further with the details of our examination work. Then we will have practically cleared up the examination work in connection with those large groups of positions which I mentioned this morning. I think you will find it interesting to learn from the chief examiner, who after all is in direct control of the work of the examination branch, exactly what is done, once a recommendation with reference to positions outside of Ottawa is received in the examination branch.

Mr. SHAW: Pardon me, but in view of Mr. Foran's statement, perhaps this suggestion may be of value. I think it would probably expedite the cross-examination of Mr. Bland if he made his statement to-day, and we reserved cross-examination until to-morrow.

The CHAIRMAN: Would you prefer that Mr. Chevrier?

Mr. CHEVRIER: I am satisfied to abide with whatever is the opinion of the majority of the Committee.

Mr. MARTELL: I am quite satisfied with that, because I want my information tabulated before to-morrow.

Mr. SHAW: Would not the examination to-day assist you in your cross-examination to-morrow?

Mr. MARTELL: Certainly.

The CHAIRMAN: This point does arise—I doubt whether Mr. Bland has a great deal of information for the Committee except by way of answering questions. It would put him in rather an embarrassing position, because he has very little to offer the Committee except what will come out in examination.

Mr. PARENT: If there are no other questions, perhaps I could ask him a few.

The CHAIRMAN: If we did deal with it this afternoon, we must of necessity follow it up to-morrow. I think it would be better to get the information all at once, so that Mr. Bland would be free from any further examination in connection with the investigation.

Mr. PARENT: I am entirely in the hands of the Committee.

The CHAIRMAN: I do not think that any of the members are so pressing that they cannot wait until to-morrow.

Mr. SHAW: I am quite satisfied.

The CHAIRMAN: I think, Mr. Foran, you have another point in regard to which you are asked to furnish information.

The WITNESS: Yes, Mr. Marcil asked if we could let him know the number of rural post-masters in the different classes, between $200 and $300; between $300 and $400, and so on. I have obtained figures from the Post Office department, and they are as follows: Under $200, 7,615; between $200 and $300, 1,050; between $300 and $400, 629; between $400 and $500, 554; between $500 and $600, 354; between $600 and $700, 297; between $700 and $800, 284; between $800 and $900, 200; between $900 and $1,000, 165.

The CHAIRMAN: That statement will be filed.

APPENDIX No. 5

The WITNESS: Yes. Yesterday Mr. Martell asked a question with regard to a candidate for a position who was told that he would not be permitted to put in an application. I made enquiry into that case, and I find that a position of engineering clerk was vacant in the office of the assistant chief engineer at Ottawa. At first it was decided to throw the position open to promotional competition. There were four applicants, all of whom were employees of the department, and after their applications had been carefully considered by the chief engineer, he reported that none of them were qualified. It was then decided to throw it open to public competition, and Mr. MacDonald, whose name was mentioned, was one of the applicants. A list of eligibles was secured from the examination, but when the name of the first man on the list was forwarded to the department for appointment, the department reported that owing to certain operations of the Naval Service department having been transferred to the Department of Marine, it would not be necessary to employ additional help, and therefore, it was not necessary to fill the position in question. An eligible list was furnished, but, as I have said, the candidate who obtained the highest rating was not accepted for the reason stated, which, I think, was a good and sufficient reason.

By Mr. Martell:

Q. The position was not filled?—A. The position was not filled. Even if a vacancy has been advertised, and subsequently it is found that it is not necessary to fill it, it would not be in the public interest to make an appointment and add a position to the staff that was not necessary. That is what happened in this case.

Mr. SHAW: I would like to make an application for a return indicating, according to departments, the number of men employed for temporary purposes by the departments without reference to the Civil Service Commission about which we heard this morning.

The WITNESS: That is under the thirty-day clause?

Mr. SHAW: Yes. I would like a return in regard to that.

Hon. Mr. MARCIL: For any stated period?

Mr. SHAW: What would be the delay involved in getting it for say a period of six months?

The WITNESS: Of course, the departments would have to prepare it. We would not have the data unless we were asked to continue the employment after the thirty-day period. In regard to those employed for only thirty days, we would not have any record. We could prepare a statement on the information supplied by the departments, but it would take several days.

By Hon. Mr. Copp:

Q. You say you would have to get the information from the departments? —A. Yes.

Q. They might refuse to give it?—A. Perhaps you could get it if the Secretary of the Committee wrote to the departments.

Mr. SHAW: The deputy minister will be here in due course.

Hon. Mr. COPP: Or you could get it by means of a return from the House.

Mr. MARTELL: It could be brought out by examining the deputy ministers.

Mr. SHAW: Yes, but if we could get it now, it would expedite matters.

WITNESS: If the Committee would order the preparation of a statement of that kind, I have no doubt it would be prepared.

Hon Mr. COPP: The only thing is it might be delayed.

Hon. Mr. MARCIL: You had better fix the period, and state whether it is for the winter months or the summer months. There is a much larger number employed in the summer than in the winter.

The CHAIRMAN: I think the information which Mr. Shaw desires could be got from the deputy ministers, when they are on the stand. They would each be able to tell you how many temporary employees they had in their departments.

Hon. Mr. MARCIL: I presume it means temporary appointments, not permanent appointments.

Mr. SHAW: I am perfectly willing to wait till the deputy ministers appear before the Committee, but I thought it would expedite matters if Mr. Foran would ascertain whether it was available.

The CHAIRMAN: There would be two classes of appointments, as I understand it; those who are employed temporarily and about whom the Commission is not consulted at all, and those employed temporarily and about whom you are consulted afterwards in connection with examinations.

WITNESS: What I understand Mr. Shaw desires is a statement of the number who were employed under the thirty-day clause without an extension of the employment being asked for.

Mr. SHAW: Quite right, and also those in regard to whom an extension was asked.

WITNESS: Both. The departments have the right to employ for thirty days, outside of Ottawa; that is temporary employment. If they desire the appointment to continue, they must have a certificate from the Commission; and it is only in the case of persons where the employment will extend over the thirty days that we would have the information desired.

By the Chairman:

Q. Is it not true that that is going to be a laborious list on account of the fact that a department engineer, for instance, might employ a man for a week, and he would be just a temporary employee in some localities?—A. That would depend on what periods were to be covered, but I should say for six months it would not be a very heavy task.

Mr. SHAW: Mr. Brown suggests that the period should be from the 1st of January, 1921, till the 1st of January, 1922. That would be a yearly period, and I think perhaps we could draw our conclusions from that.

Mr. MARTELL: Yes, I would like to ask that it be made from the first day of the Act being put into force, in 1918, so that we could see where the Act has been violated.

The WITNESS: It is not really any violation of the Act, Mr. Martell.

Mr. BROWN: I don't see what conclusion we could draw from taking any one six months, the last six months, or any other six months.

Mr. MARTELL: We do not contend there is a violation of the Act; that is what we are trying to get away from.

The CHAIRMAN: I hardly see the force of either of the two arguments. I can see the force of the argument of wanting to know how many temporary employees came in, and whether they were afterwards made permanent, but I think you will have a formidable list, because there may be two or three employees employed by different department clerks all over Canada, who may hire a few labourers to fix a walk, or something of that kind.

Mr. BROWN: It might be a big job.

The CHAIRMAN: I want to say from my own knowledge, that an engineer sometimes has a little job on a wharf, or something of that kind, and he may hire two or three men for a few days to complete it.

Mr. MARTELL: This does not come within the purview of the Act at all.

The CHAIRMAN: It does not come within the purview of the Act at all; some of the jobs only last for half a day.

Mr. BROWN: We would not expect a report on it if it did not come within the purview of the Act.

Mr. CHEVRIER: Are you not inquiring for something that is out of the scope of the inquiry altogether? These appointments have been released, and these temporary labouring jobs have been taken from under the jurisdiction of the Civil Service Commission. I do not know whether you could get that from the Civil Service Commission.

Mr. SHAW: I would limit the request—I would not include these exempted classes at all. That would simplify it a great deal.

Mr. MARTELL: Unless you make it in comparison with some year, we would not know whether it is growing or decreasing.

The CHAIRMAN: My idea is that this be made as simple as possible for the Commission to compile.

Mr. MARTELL: The temporary appointments coming within the purview of the Act?

Hon. Mr. MARCIL: Will that be a comparative period or only for one six months?

The CHAIRMAN: Whatever the Committee wishes.

Mr. CHEVRIER: Make it from the time the Act has been in force.

Mr. MARCIL: If it is not made comparative we will not be able to judge very well, anyhow.

Mr. SIMPSON: That does not take in the war period.

Mr. CHEVRIER: The war was over after 1918.

Mr. SHAW: I am frank in saying that I do not want it for any political purposes whatever. I want it so that we can see to what extent from time to time advantage has been taken by the departments when necessity arose of availing themselves of that particular condition, and how many of those requests have been continued, so that we will know for what longer periods they were necessary.

The CHAIRMAN: Those which come under the purview of the Act I suppose you have a record of?—A. Oh, yes.

Q. How much work would that be for your department of those that come within the purview of the Act?—A. I would say in a day or two. Of course, not if the return is to cover the period since the Act came into force.

Q. Could we not take it for the years 1920 and 1921?—A. A year would be all right. We could prepare a return covering that period in a comparatively short time.

The CHAIRMAN: Would that suit your purpose, Mr. Shaw?

Mr. SHAW: We do not want the names, just the numbers and departments

Mr. MARTELL: I would like to see to what extent they found it necessary to take off these temporary ones since the Act came into force.

Mr. MARCIL: By years.

Mr. PARENT: It is quite reasonable.

The CHAIRMAN: Then you had better put it in the form of a motion.

Mr. CHEVRIER: I suppose section twenty-two of the regulations would cover that, that is seasonal appointments. That refers to the operation of section twenty-two in the regulations of the Civil Service Commission?

The WITNESS: You say you think a statement of all the persons certified for employment under section twenty-three is all that should be necessary?

Mr. CHEVRIER: I am not asking for that, Mr. Foran. Mr. Shaw is. I say in order to limit the scope of what we are here for, it ought to be under twenty-two or twenty-three "general temporary employment," or twenty-two "seasonal provisions."

By Mr. Martell:

Q. The statement should show how many were absorbed into the establishment, and were taken on temporarily by the department, and subsequently absorbed into the permanent establishment?—A. Of course, as you know, there were a great many temporary employees blanketed in.

Mr. RINFRET: How long will it take to prepare such a statement?

Mr. MARTELL: I understand that by one Order in Council something like 1,400 or 1,500 were blanketed in?—A. My recollection is that the House has ordered a return of all persons blanketed in, and I think the departments are preparing statements now. No doubt a good many replies have already been sent in; I think therefore, we might get a duplicate copy of that return and have it furnished the Committee.

Hon. Mr. COPP: Quite a number of returns were brought down. I do not know where the matter stands now.

Mr. SHAW: Supposing we let that matter stand for the present.

The CHAIRMAN: All right, we will let it stand for the time being.

By the Chairman:

Q. Mr. Foran, would you mind explaining this statistical and correspondence department of yours that Mr. Patching is head of?—A. Mr. Patching is here himself and I think perhaps you had better ask him to explain his duties. He takes care of all the statistics the Commission is required to keep, and the general correspondence of the department. He is also responsible for the work arising out of the Order in Council authorizing the blanketing in of temporary employees. The administration of the Calder Act, and other special work is assigned to that branch of the Commission.

Q. I understand Mr. Patching is head clerk?—A. Yes.

Q. Mr. Patching is the gentleman that reference has been made to by the Federation of Civil Employees as spending a large portion of his time around the House of Commons during the time the House is in session, is he not?—A. Mr. Patching has instructions to come to the House every day and see that replies prepared by the Commission are brought down and to report if anything is required in the House of Commons from the Commission. This practice started when we had a regular civil service minister. As you probably remember, Mr. A. K. Maclean was civil service minister for a short time. There have been a great many changes in the civil service laws within the last four or five years. As a matter of fact, I think that one can say that the civil service has been virtually revolutionized within the last five years, when this very important step forward—as some people term it, and as we have so regarded it—in the civil service was decided upon. Mr. Maclean was named as minister in charge of the civil service at that time. During the session of 1918, and the session of 1919, and subsequently in the session of 1920 when further amendments were brought in, a great deal of information was asked for from time to time and we found it necessary to have some officer of the Commission report every day to

the civil service minister in order to find out what further information, or what documents he might require. Now, it was in that way that the practice of Mr. Patching coming to the House was started, and I can say this, that I think in his official position as intermediary between the Parliament and the Commission he has helped very materially to smooth out relations, by meeting the members of the House. For instance, an inquiry might be received by the Commission from a member of Parliament about some matter. While he was in the House, Mr. Patching would take occasion to go in and see him and give him the explanation or information, and I think in that way he has established relations between the members of Parliament and the Commission which make for a better understanding, a closer co-operation, and better administration of the law.

Q. I mention that point, Mr. Foran, and members of the Committee, on account of the circular letter which was broadcasted, I believe, to members of this Committee by the Associated Federal Employees of Ottawa, in which they state:

> "We regret to say that certain elements are bringing various influence to bear in order to create a prejudice in the minds of members of the House on the matter of this civil service investigation. Attempts are being made, through articles in the press, editorials, interviews with members, etc., etc., to create the impression in the minds of the House that the preservation of the merit system in the service and the retention of the present Civil Service Commission and its methods, are synonymous, that there is only the one alternative, either to preserve the present Civil Service Commission and its methods, or to resort to patronage in its most objectionable and shameless form. We have the remarkable spectacle of a paid employee of the Civil Service Commission sitting day by day in official gallery of the House of Commons, making notes of speeches made by members, to serve as a basis for propaganda on behalf of the present Civil Service Commission. In other words, from a Commission which is supposed to be the model, and indeed the source, of efficiency and close application to work in the civil service, an employee is permitted to absent himself from his office duties for the above purpose. Needless to say, this organization strongly deprecates any such line of action.

That being made in writing, to the members of the Committee, I thought it would be well in connection with your organization, while we are hearing the operation of the Act to explain that point under the statistical and correspondence organization, so that it may be cleared up.—A. I think I have explained very fully the reason why Mr. Patching appears in the House. He does not appear here daily, and I am quite sure that many days he does not spend more than five or ten minutes here, and I certainly repudiate the insinuations contained in that letter of the "Associated Employees," or whatever they call themselves, that Mr. Patching is preparing any propaganda to show that the merit system is inseparably bound up in the present Civil Service Commission and its methods. It is not one of the functions of Mr. Patching to prepare any propaganda; it is not the function of any member of our staff to prepare any propaganda, and the only material that is ever issued from the office of the Civil Service Commission is material which was issued for the purpose of educating the public as to our methods. We published, three years ago, I think it was, a series of articles such as "The Returned Soldier in the Civil Service;" "The Women in the Civil Service;" "Professional and Technical Positions in the Civil Service;" "The Opportunities Civil Service Offers to the Son of the Working Man," and material of that kind, which was calculated to educate the public as to the work which was being developed in this new system which has been approved by Parliament. I think this Committee will agree that something of that kind was necessary. The system was new. Very few people understood what the

new conditions were, and I think that we would have been recreant in our duty to the people of this country if we had not taken the means we did of educating them as to what really was being carried on under this new law, and I do not hesitate to say that I really think employees of the public service who write letters of that kind ought to be brought here and asked to explain their action.

The CHAIRMAN: They will be here, and I want to get—

Mr. CHEVRIER: I have that letter, and I was reserving it for the day when Mr. House could be called, because it is my intention to ask that the president and the secretary, or at all events, the official representatives of these various associations be called, and I was reserving this until then.

The CHAIRMAN: I might say, gentlemen, in this way: I would like Mr. Foran to continue his explanation of the system under which they operate. I am glad to have had Mr. Foran's statement of the service. Mr. Foran knew of the existence of the letter, and I think we all did, and it is better to have that cleared up, and if there are any other points in connection with the statistical branch that are to be cleaned up, as far as Mr. Foran is concerned, I think it would be wise for the members to mention them now. The matter will come up, Mr. Chevrier, when you have the writer of the letter with you.

Mr. CHEVRIER: I reserve anything I have to say until then.

The WITNESS: I am very much obliged to you, Mr. Chairman, for giving me the opportunity of repudiating the suggestion contained in that letter.

Mr. SHAW: I want to say also that I resent very much anybody writing such a letter as that to me individually. If he has any charge to make about the Civil Service Commission, it should not be made individually, to members of this Committee; it should be made here under oath.

The CHAIRMAN: We will have the writer of the letter here.

Mr. SHAW: I want to express the feeling of resentment I had on receiving the letter personally, when the man should have been here in person to give evidence in regard to that.

The WITNESS: I might say that so far as I know, this particular union has never shown any desire to co-operate with the Commission.

By Mr. Martell:

Q. Have you read that letter through—a copy of which the Chairman has? —A. No, I have not.

Mr. MARTELL: In order to make that evidence I would like for you to make yourself thoroughly conversant with the letter and then inform us as to whether or not you are prepared to state as a fact that the allegations contained in the letter are absolutely untrue. I have read the letter. I got it. I agree with Mr. Shaw that it is not the proper way, but I think that when these things are said, if they are not made under oath, you are not called upon to deny them. The proper procedure, I submit, Mr. Chairman, is that the writer should come forward and make his allegations as contained in that letter, and then Mr. Foran should have the opportunity of denying them.

The CHAIRMAN: We are not asking Mr. Foran to answer charges for the Civil Service Commission. My viewpoint of this investigation is that these allegations which will be made, or charges of any kind, against the working of the Commission that will be made by other witnesses, will be answered by the Commissioners themselves. Mr. Foran is only explaining to us the operation of the system under the Act.

Mr. MARTELL: But, Mr. Chairman, Mr. Foran is charged with the carrying on of the Commission's policies. He is not here to answer as to the Commission's policies, and I do not think even in that case that he should be called upon

to deny that he has instructed any of his employees to carry out this propaganda until the allegations are made under oath. When they are made under oath, then we shall have the opportunity of asking him " This has been said; these are the allegations; what have you to say in regard to that?" In so far as carrying out the instructions of the Commission is concerned, he might say he has no instructions from the Commission, neither did he give any instructions to any officials and if any such propaganda was carried on at all, it was done without his knowledge and consent. I get all kinds of letters, even from away out in British Columbia, about the carrying out of these things, and I think if a man has anything to say against an official or against the Commission, he should substantiate it under oath, and then give the Commission an opportunity to answer it.

Mr. PARENT: Do I understand this letter has been filed?

The CHAIRMAN: I do not think the Committee got a copy of the letter at all.

Mr. PARENT: May I ask you to file the letter you have just read?

The CHAIRMAN: The man will be called who wrote that letter.

Mr. PARENT: What difference does that make? I move this letter be filed now. You have read it, but not altogether.

The CHAIRMAN: No, the rest of it is just an assertion of their views. The portion I read is the portion that pertained to the statistical and correspondence department of the Commission, which I asked Mr. Foran to explain.

Mr. PARENT: But in so far as the writer of the letter is concerned, it is unfair to him that only a part of his letter be taken in evidence. It should all be read into evidence.

The CHAIRMAN: We will file the whole letter.

Mr. MARTELL: I submit it is not evidence at all. That may be a letter from anybody. Unless we have the witness produced who says "I wrote that letter," and takes those allegations as contained in that letter as his, and swears they are true, then it becomes a matter of evidence, but to-day we are taking something that came through the mails and we are placing it upon our records, and examining Mr. Foran upon it, and it is really nothing. It is only a rumour as far as we are concerned.

Mr. PARENT: It speaks for itself.

Mr. MARTELL: It is not evidence. You could not take a letter up that way and introduce it into court as evidence.

Mr. PARENT: It is worth what it is worth.

Mr. MARTELL: And it would have a tendency to prejudice—

By Mr. Chevrier:

Q. Will I be at liberty to call a representative of these various associations? Then again I will repeat that I will reserve my rights until that gentleman is here. So far as I am concerned, I am not interested in what is taking place now.

The CHAIRMAN: I want the Committee to be perfectly clear on this point. In dealing with the statistical and correspondence department of the Civil Service Commission I asked that question as to Mr. Patching's duties as a result of the letter which was not treated secretly; it was signed by an officer of the association; it was sent to every member of the Committee—

Mr. BROWN: And all members of the House.

The CHAIRMAN: Yes, and I think to all members of the House, which some of the members saw, and which Mr. Foran saw, and which the man who wrote it can not take back unless he swallows it pretty completely, and I wanted Mr. Foran's statement as to the duties of this man, Mr. Patching, before we hear this

writer. The answer to this man will be made by the Commissioners, and that and other allegations will be before the Committee. To me it is immaterial whether the letter is filed or not.

(Copy)

Affiliated with the
Trades and Labour Congress of Canada.

ROOMS 22-25 BUTTERWORTH BLDG.,
OTTAWA, ONTARIO, March 8, 1923.

SIR,—As you are aware, a Committee of the House has been appointed to look into the operation and administration of the present Civil Service Act.

The Associated Federal Employees of Canada have already taken the liberty of thanking the Premier for making possible the appointment of this Committee, since we feel that it will afford an opportunity, which has long been sought and which is urgently needed, to ascertain precisely what is wrong in the present method of civil service administration and to recommend such remedies and amendments as will result in the maximum of efficiency in the federal civil service, the maximum of content and esprit de corps, without which efficiency is impossible, while at the same time reducing, as far as may be consistent with the above conditions, the cost of the service to the Canadian people. We trust that the scope and powers of the Committee may be made sufficiently wide to permit of the consideration of those basic problems and principles affecting the service, without which consideration a lasting and satisfactory solution of the whole civil service question cannot be obtained.

The Associated Federal Employees of Canada have always stood, four-square and uncompromising, for the merit system as applied to the federal civil service, and, in thanking the Premier as we did for the Committee mentioned above, we did not indicate thereby any change in our fixed conviction in this regard. We thanked him because we believe that it is the intention to provide for a fair, impartial and thorough investigation of the conditions governing the civil service and its administration and to that end we have offered our assistance in any way in which we may be permitted to serve.

To secure such impartial and thorough investigation, it is necessary that the members of the Committee of the House approach the question with fair and open minds and with the determination to base their judgment and recommendations upon the evidence and that alone. It is equally necessary that members of the House not on the Committee should be ready to consider the Committee's recommendations in an equally fair and impartial way and also that, before and during the sittings of the Committee, members should not be exposed to the circulation of rumours, erroneous statements and propaganda, calculated to warp their attitude towards the evidence offered.

We regret to say that certain elements are bringing various influence to bear in order to create a prejudice in the minds of members of the House on the matter of this civil service investigation. Attempts are being made, through articles in the press, editorials, interviews with members, etc., etc., to create the impression in the minds of the House that the preservation of the merit system in the service and the retention of the present Civil Service Commission and its methods, are synonymous, that there is only the one alternative, either to preserve the present Civil Service Commission and its methods, or to resort to patronage in its most objectionable and shameless form. We have the remarkable spectacle of a paid employee of the Civil Service Commission sitting day by day in the officials' gallery of the House of Commons, making notes of speeches made by members, to serve as a basis for propaganda on behalf of the present Civil Service Commission. In other words, from a Commission which is supposed to be the model, and indeed the source, of efficiency and close appli-

cation to work in the civil service, an employee is permitted to absent himself from his office duties for the above purpose. Needless to say this organization strongly deprecates any such line of action. Both the members of the Committee and the members of the House who will pass upon the findings of that Committee are, in our opinion, now in the position of judge and jury and should be protected in every possible way against such insidious attempts to mould their judgment and decision upon this most important matter. We are not in favour of patronage; we are in favour of a business-like administration of the federal civil service, which can only be obtained, in our opinion, by a revision and simplification of present methods of administration of that service and the consideration of those basic principles and problems which must be settled before the service can be placed upon an enduring foundation of efficiency and content.

Yours very truly,

(Signed) H. C. HOUSE,
President, A.F.E. of C.

Hon. Mr. MARCIL: What will be done with other letters received by members from the outside?

The CHAIRMAN: That is, from individuals?

Hon. Mr. MARCIL: If anyone wants to be heard by this Committee.

The CHAIRMAN: There is a sub-committee to be appointed this afternoon to deal with correspondence and classify all the complaints.

Hon. Mr. MARCIL: These will be referred to the special committee?

The CHAIRMAN: These will be referred to the special committee, and all this work will be classified, and these complaints will be classified. We cannot hear individual ones excepting in some special cases. The sub-committee can group these complaints and present them in suitable form to the main Committee and we can then discuss the class of complaints, but we cannot take time to discuss the individual complaints.

Mr. PARENT: May I ask Mr. Foran who nominated Mr. Patching to that position?—A. Mr. Patching has been in the service for many years. He was transferred from the Department of the Interior April 1, 1918.

Q. Is he a professional man?—A. He was a journalist before he came into the service.

By Mr. Brown:

Q. What are his ordinary duties?—A. He has charge of all the statistical work of the Commission, and the general correspondence. His particular duty during the session is to see that members of Parliament get prompt replies to their communications, and that the fullest possible information be given them with regard to any enquiries that they may address to the Commission. That is his particular duty during the session, and I think the members generally will admit that that work is very well looked after.

By Mr. Parent:

Q. I understand he reports to you and you sign the letters?—A. Yes, the letters all come in to me for signature.

Q. He does not sign the letters himself?—A. No.

Mr. CHEVRIER: I move we ask Mr. Patching to take the stand. We will get from him what his duties are.

The WITNESS: Mr. Patching is here, and if you like to question him—

The CHAIRMAN: Is there a seconder to this motion?

Mr. MARTELL: I second that motion.

The CHAIRMAN: Moved and seconded that Mr. Patching be called to the stand.

Carried.

Mr. CHEVRIER: Before Mr. Foran retires—I don't want to take the time of the Committee at all, but I have prepared a statement about the advisory board. May I give this to Mr. Foran and ask him to endeavour to answer these questions before the next sitting?

Mr. FORAN: I think that is a very useful way of getting the information.

The witness retired.

RICHARD PATCHING, called and sworn.

Mr. CHEVRIER: I wanted to ask a few questions of Mr. Patching along toward the last to clear up one or two points. Perhaps some gentlemen want to ask him about the general system—

By Mr. Martell:

Q. Where do you live, Mr. Patching?—A. In Ottawa, sir.

Q. What is your occupation?—A. I am head clerk in the Civil Service Commission.

Q. How long have you been in that position?—A. I went to the Commission on the 1st of April, 1918.

Q. Where were you prior to that?—A. In the Department of the Interior.

Q. How many years were you there?—A. In 1901, I first came into the service.

Q. What were your duties in the Department of the Interior?—A. When I first went into the department, I was under Mr. Cory, who was then in charge of railway lands, as clerk, and I filled various positions for a number of years, and then I left for a while, and came back again into the Interior, and I was with the secretary's department for a time.

Q. Where were you prior to entering the civil service? In what occupation?—A. On the staff of the *Globe*, at Toronto, as a reporter.

Q. What are your present duties in connection with the Civil Service Commission?—A. I am said to be in charge of the statistical and special correspondence branch. That portion of my work consists in preparing statistics in connection with the work of the Commission, which is crystallized into the tables which appear as appendices to the annual report of the Commission. If the gentlemen here are familiar with the Commission's report, there are a number of tables at the end giving statistical work. That is, the number of candidates examined; the names and addresses of successful candidates, and so on. That is prepared during the year by the staff under my direction. Then in another branch, as the secretary has already mentioned, I receive the correspondence that is addressed to the Commission by members of Parliament in practically all matters that are addressed to the secretary. Of course, there is correspondence with the Commissioners, and so on, which I know nothing of, but the general correspondence which comes in to the Commission asking for information respecting vacancies, applications that have reached the writer in connection with vacancies, enquiries as to regulations and so on are sent in to my desk, and it is my business to obtain the information and prepare the replies for the approval and signature of the secretary. That does not answer such questions as are entirely routine. For example, it is the practice of the Commission to inform every member of any vacancy that occurs in his constituency. As you gentlemen are possibly aware, that is practically a form letter.

Q. That is not much good, if the member cannot fill it?—A. I do not know,

sir. I heard it stated in a previous investigation that the members never found it to be of any advantage to write to the Commission, but during the last session of Parliament, I prepared over 1,000 letters to members.

Mr. MARTELL: That was only a joke on my part.

By Hon. Mr. Marcil:

Q. Is that a new practice, writing to members; or has it been in existence for some time?—A. It has been in existence as long as I have been with the Commission. Possibly it has developed since the entire service came under the jurisdiction of the Commission, but of that I have not personal knowledge.

By Mr. Martell:

Q. It has been followed ever since you have been a member of the staff? —A. Yes, sir.

By Mr. Chevrier:

Q. Among your other duties are those of preparing reports relating to the blanketing in and retirements. What does that mean?—A. On 16th December, 1920, an order in council was passed granting authority to the Commission to recommend to Council, upon the recommendation of the deputy heads of the Department, that permanency be granted to certain temporary employees who for various reasons had earned that recognition by efficient service, but who had not passed an examination or had not been reached on the eligible list. I think I may state that it was really a development of war conditions, and the order in council was mainly passed, I believe, for the purpose of enabling permanency to be granted to quite a number of returned men who had given two, three or four years faithful service, but who had never had a chance to pass an examination and had not done so, and therefore, under the law, were not qualified for a permanency.

Q. You mentioned returned soldiers, and I want to proceed logically, for you have made quite a long statement. You mentioned returned soldiers, that the order in council was to enable returned soldiers to be blanketed in?—A. That was the primary idea, I understand.

Q. How many returned soldiers were blanketed in, can you say?—A. I cannot say offhand, but I could get the information.

Q. Will you find out for me?—A. Yes, I have the figures in my office, but I do not have them in my head.

Q. You also said that upon recommendation of the heads of the department, those retirements or permanencies were to be made?—A. On the recommendation of the deputy minister. I believe the minister is generally spoken of as the head of the department, but the recommendation must come from the deputy minister.

Q. In all cases where people were blanketed in, or retired, was it with the approval of the deputy ministers, or of the head of the department?—A. Of course, blanketing in and retirement are two entirely different things. In regard to blanketing in, I would say yes. In every case the initial step was the recommendation of the deputy minister that permanency should be granted to that temporary employee.

Q. In the Militia department, there were over 400 blanketed in at one time. Are you personally aware of that list? Did that go through you?—A. Yes, sir.

Q. What did you have to do with it?—A. When I say I am personally aware of that list I mean that every list of those recommended for blanketing in went through my hands. I cannot say off-hand the number of individual names. All together there have been 6,700.

Q. In the ordinary routine, the list of the Militia department would come to you for ratification?—A. If it was a recommendation for blanketing in, yes, sir.

Q. It would come through you?—A. Yes, sir.

Q. In what state would it reach you; what do you have to do with it?—A. It would reach me with a recommendation that the following employees be granted permanency under the terms of the order in council.

Q. And where would it come from?—A. It would have to come from the deputy minister.

Q. Who would make up the list, do you know? Who would be responsible for the making of that list?—A. Do you mean the original preparation of the list?

Q. Yes?—A. That would be done in the department.

Q. Then it would come to you in a separate form?—A. Yes, sir.

Q. Then what would you do with it?—A. It would then be checked up by a clerk on my staff.

Q. Just a moment; you say it would be checked up—what is the nature of the checking?—A. The terms of the order in council require that there should be certain qualifications, for instance, the employee must have been continuously occupying a position of a permanent character since prior to November 10, 1919; if a man of military age, and if he had not been overseas—while I said that the primary intention of the order in council was to assist the permanency of ex-service men, it was not by any means confined to that; when I come to give you the figures, you will see that a majority were not cases of ex-service men and that the majority were women.

Q. Why was that? Why was there a large number of women made permanent?—A. Because the terms of the order in council did not confine it to returned men.

By Mr. Martell:

Q. You stated that the reason for this blanketing in was because of the great services of the men overseas?—A. I have always understood that the original purpose in passing the order in council was to provide for them, but it was not so worded as to exclude others.

By Mr. Chevrier:

Q. Let us go on with the checking. You said it was checked up. What is the nature of the checking?—A. The checking consists practically in seeing that the statements submitted by the department complied with the terms of the order in council. What I mean to say is, that the department is entirely responsible for the information, and the Commission did not go behind the information provided by the department.

Q. What information was submitted by the department that you checked up?—A. The statement that a man had had the necessary length of service, that he had adequate reasons for not enlisting, that he had rendered efficient service during the term he had been employed, that the position he had occupied was of a permanent character right through, and that his services were still required. I think that practically that was it.

Q. You did that checking yourself, did you?—A. Not personally.

Q. Who does it?—A. A member of my staff.

Q. Then he reports to you?—A. Yes, sir.

Q. Did it ever occur that the information submitted by the department was found to be inaccurate on being checked up by your staff?—A. Yes.

Q. Have you the proportion of those you refused to endorse?—A. Yes, sir.

Q. You can give the Committee the proportion?—A. Yes, sir.

Q. Then what did you do with the list?—A. Those that have passed the scrutiny, and so far as the departmental report is concerned apparently measure up to the requirements of the order in council are submitted to the Commissioners in the form of a report to Council. They sign that report, and it goes forward to the minister of the department for submission to Council.

Q. For the selection of those names, is the Commission responsible in any way?—A. No, sir.

Q. The department solely?—A. Absolutely.

Q. As to retirements, explain how it is done?—A. The retirements to which reference has been made are retirements under what is popularly known as the Calder Act which was passed some three years ago, and which has been twice extended for a period of one year.

Q. Do you mean that those retirements apply only to that Act?—A. Only to that Act, not to those who came under the Superannuation Act.

Q. Does your work apply to the retirements, say for instance, of the people who went out of the Militia department, and other departments?—A. Yes and no. The greater number of those who were retired under the reorganization in the Militia department, in the Post Office and I believe one or two others, would not come under the provisions of the Calder Act because their length of service was considerably less than was contemplated by the Calder Act.

Q. For the moment I think we are at logger heads. There are two classes of retirements—retirements under the Calder Act and dismissals or discharges. Do those retirements apply only to retirements under the Calder Act or have you anything to do with the weeding out of employees, for instance, in the reorganization of the Militia department?—A. Only to this extent that it was felt that some adequate means, not exactly of compensation, but of a retiring gratuity should be provided, and the Calder Act being in operation, it was decided that the terms of retirement for those who had a shorter term of service might be applied to those who were retiring on account of reorganization. I think that to that extent, those who were retired for that reason, who benefited from the terms of the Calder Act, without exception, simply received a gratuity extending from two months I think, eight months salary. There were no annuities.

Q. I understand that, but that is not what I am driving at. There are two kinds of retirements. Retirements under the Calder Act where a clerk enjoys the benefit of the Calder Act, and there are retirements of those who come out with two months' gratuity and who get no benefit from the Calder Act. Now, then, as I understand it, your work has to do with those who go out under the Calder Act?—A. Yes.

Q. Have you anything to do with those who go out with a two months' gratuity and who are not under the Calder Act?—A. Practically no.

Q. Then in the reorganization of the Militia department, had your branch anything to do with the weeding out of the employees?—A. Nothing whatever.

Q. Can you say how it was done, who was responsible?—A. I have no knowledge of that at all, sir.

Mr. CHEVRIER: At present I have no further questions to ask Mr. Patching.

The CHAIRMAN: Are there any other questions?

By Hon. Mr. Marcil:

Q. The Calder Act only applies to the inside service, I presume?—A. No, sir, it applies to all.

Q. Did the Commission ever receive applications to retire postmasters who have reached the age of retirement?—A. Yes.

Q. Was any action ever taken?—A. Yes, sir; they would be in exactly the same position as any one else.

Q. Is there an age limit for postmasters fixed by the Commission?—A. No, sir. In answer to Mr. Marcil's question, I might say that in the matter of blanketing in, one of the requirements is that the Commission shall certify that the employee intended to be made permanent is physically fit, and not of the age of retirement. That created a difficulty on more than one occasion because the lists contained the names of temporary employees who had been in the service possibly for some years as temporaries. There were some who came to be known as permanent-temporaries; they had been so long in service. I remember one list in which I think there were fifteen or sixteen over sixty-five years of age, and the Commission hesitated to certify all those as being of an age which did not justify their retirement. The matter was referred to the Justice department, and a ruling obtained that the Commission had no authority under any Act or otherwise to settle the retirement age. The law has never laid down any retirement age, and consequently the Commission have very little jurisdiction.

By Mr. Chevrier:

Q. How many cases did you handle during last year of blanketing in and retirement? Have you any idea?—A. Up to the 31st December, there were 6,670 more or less; 6,672 I think originally recommended by the departments.

Q. For what?—A. For blanketing. The two are quite separate. Subsequently, I think, about 1,600 were withdrawn for various reasons, so that there were, I think, 5,041 which had been dealt with by the Commission. Of that number, 4,000 were recommended to Council, 3,171, I think—I am quoting from memory, though I do not think I am out more than one or two—3,171 temporary employees were actually made permanent in that year, that is up to the 31st December.

Q. Would you give us the date of the order in council?—A. Order in Council of the 16th December, 1920, P.C. 295a.

By Mr. Parent:

Q. Will you produce a copy of that order in council?—A. Yes. I will see that you have it in the morning. Then, of course, there are still some in abeyance, and some died before we could get them blanketed in.

The CHAIRMAN: Are there any other members who desire to put questions to Mr. Patching?

Witness retired.

Mr. W. FORAN recalled and further examined.

The CHAIRMAN: Have the members any questions to ask of Mr. Putman of the organization branch, whose functions are to maintain the classification, to investigate and report on rates of compensation, to classify new positions and pass on qualification requirements?

Mr. CHEVRIER: I would rather hear the duties of Mr. Putman before I decide to examine him.

Mr. FORAN: After consultation with the Chairman, I have come to the conclusion that perhaps it would be useful now if Mr. Putman were called and sworn, and made his own statement. I am sure that there are a number of questions the members of the Committee would like to ask him. Just as Mr. Patching did, he can explain the details of his work more accurately than I could.

Mr. CHEVRIER: His is a very important branch, to my mind, one of the most important branches of the Commission.

Mr. FORAN: It is.

APPENDIX No. 5

Mr. CHEVRIER: I would like to hear Mr. Putman's statement first, and reserve my right to cross-examine him later.

The CHAIRMAN: This side of the chart, the examination branch, will be held over out of courtesy to the members who have any questions to ask. The other three sides, organization, assignment and statistics branches—if we could deal with these this afternoon, it would facilitate the work before we come to the larger work of Mr. Bland.

CLARENCE V. PUTMAN called and sworn.

The WITNESS: Mr. Chairman, I could run over this very briefly to begin with.

Mr. MARTELL: Mr. Putman, before we proceed, you should have the usual questions asked to you.

Q. What is your full name?—A. Clarence Victor Putman.

Q. Where do you reside?—A. Ottawa.

Q. What is your occupation?—A. Chief, Organization Branch of the Civil Service Commission.

Q. How long have you been employed in that capacity?—A. By permanent appointment dated sometime in March, 1920.

Q. Where were you employed prior to that?—A. I have been with the Organization Branch since its inception when the classification was started in November, 1918.

Q. And where prior to that?—A. I was assistant water works engineer in the city of Ottawa.

Q. What are your scholastic attainments? I am a graduate civil engineer of Queen's University.

Q. How old are you?—A. 34.

Q. What year did you graduate?—A. 1915.

The work of the organization branch is to maintain the classifications as approved by Parliament in 1919. That is, we have to keep the compensation schedules up to date, classify all new positions which departments requisition for, set rates of compensation for these classes, pass on all qualifications and requirements for all positions which the department asks to have filled. That is, more especially, special and technical positions in addition to reporting on all matters of departmental organization or reorganization, which the departments ask us to look into. The maintenance of the classification up to the present has been a tremendous task; we have, I think, since 1918, made about between 1,500 and 1,600 revisions in the classification. The investigation into rates of compensation has led us very far afield, and in many instances for one position we have had to take into consideration rates of compensation being paid for the special class of labour in Canada, in the United States, and sometimes in Great Britain. I do not know that I can add anything to that statement in a brief form.

By Mr. Martell:

Q. How did you enter the service?—A. By competitive examination.

Q. Written examination?—A. A written competitive examination for the position of chief, organization branch.

By Mr. Parent:

Q. What does your staff consist of, Mr. Putman?—A. I have one senior investigator, six investigators, and a number of stenographic assistants.

Q. Will you give the names of each, and the salaries attached to every person?—A. The senior investigator, Mr. F. G. Bird, who has a salary range of

$2,700 to $3,240. Then there are six investigators, and the salaries range from $2,400 to $2,640. Mr. G. H. Gilchrist, Mr. W. B. Cole, Mr. H. M. P. Adams, Mr. C. R. Medland, Mr. R. G. Simmins, A. N. Payne, and a junior investigator, Mr. A. S. Ogilvy.

Q. And are all of the persons whom you refer to males?—A. Yes.

By Mr. Martell:

Q. What is the duty of these investigators?—A. The departments are generally divided, and each one of the investigators handles a certain number of departments, as regards different phases of the work that come up in those departments. That is generally, although I have two men whom I put on special investigations and questions of reoganization.

Q. Take the case of a lawyer. How do you come to the conclusion that the position of law clerk, say, in the Public Works department is entitled to a certain salary, and then a similar position in the Department of Marine and Fisheries to a lesser salary? What qualifications have your investigators to judge as to the nature of that legal work which these men are called upon to do, and the qualifications of the men?—A. Usually a matter of—

Q. Guess?—A. No, I would not say that. It is usually a matter of parallel positions in the outside world, and other positions we find in the service.

Q. Do you mean to tell me that where the Board of Railway Commissioners will pay a man of less years standing at the bar, and probably without any court experience whatever, $10,000 or $12,000 a year, you can take a barrister of fifteen or twenty years of high standing at the bar, and pay him $2,700 or $2,800 a year. Is that a fair comparison with the people outside?—A. It depends on the duties he has to perform.

Q. Take a man in the Department of Marine and Fisheries, and a man in the Department of Public Works. Is the work in the Department of Public Works more important than the work in the Department of Marine and Fisheries, for a lawyer?—A. That question would be pretty hard for me to answer.

Q. Who decides that? You people investigate it. Who decides it? Who on your staff is qualified to decide that? I think that is a pertinent question. What I am trying to get at—.—A. It is a matter of comparison entirely.

Q. Who judges the comparison? Who makes the comparison? Who, on your investigating staff is qualified to do that?—A. Well, the investigators generally have a very expert knowledge of the work of the different departments.

Q. What can your man, who is not qualified as a barrister—you have no qualified barristers amongst them?—A. You might use the same argument as regards whether we had a man who is a sailor.

Q. Not anything of the sort. Here you have a case in the Department of Public Works and the Department of Marine and Fisheries, both of which require law clerks. Who in your department is fit to pass upon the nature of the work that is done in the Public Works department as compared with the nature of the work that is done in the Marine and Fisheries department? For instance, in the Public Works department, that man is required to peruse contracts, to draft contracts with contractors, to peruse, probably, deeds, and all that sort of thing in the purchase of land, expropriation matters, and so on?—A. Yes.

Q. The same thing may obtain in the Department of Marine and Fisheries?—A. Yes, sir.

Q. And a man must have some knowledge of marine law in addition. How do you judge as to the importance of that man's work as regards the classification of his salary?—A. We confer with the departmental officials, and we find

out what is being paid, and has been paid in the Government departments here, and the Government departments on the other side, and we endeavour to the best of our ability to arrive at a fair classification.

Q. Can you by comparision with what they have been paying for certain positions in England, say, that is what should be paid in Canada?—A. No, because the situation is entirely different.

Q. Can you take a man in the department, who knows nothing about the law, and from his statements, classify a lawyer, when your investigator has not had any legal training?—A. Yes, I think we can.

By Mr. McBride:

Q. Let me ask a question. Could that not apply to every person appointed? You might as well say a farmer ought to be investigated by a farmer.

Mr. MARTELL: No. You have scientific farmers to investigate the farmers, but not a lawyer to investigate the lawyers. You will see where the salary is paid to this official in the Marine and Fisheries, to the law clerk, is from $2,300; in the Public Works department he gets $2,700 or $2,800, and you go to another department, and you find a law clerk getting $4,500 a year. How do you account for that?

By Mr. Chevrier:

Q. Mr. Putman, is it not that you have nothing to do with the fixing of the salaries, but they are fixed by what I most irreverently call the "joke book"?—A. The salaries are fixed by classification, but should a new position be established, we would classify it by comparing the new position with others parallel in responsibility. I might say, Mr. Martell, when the classification was originally established that a committee of a certain number of lawyers in the Government service was consulted in connection with the establishment of the original salary rates.

By Hon. Mr. Marcil:

Q. Were these salaries not fixed by the Griffenhagen Commission?—A. They were fixed by members or employees of Arthur Young and Company, and not by the Griffenhagen concern.

By Mr. Parent:

Q. Give us a clear statement of the duties of the investigators you spoke of. What do they do?—A. Well, in the first instance, all requisitions come into the Commission. The position must be classified. When a department sends a requisition in for an employee of any kind, it will come into the Commission, be registered, and come to the organization branch, and have a proper classification applied. Perhaps it is a new position. Then an investigator will go to the department and get all the data that is obtainable in connection with that position, and classify the position. It may be that it is a junior clerk's position; it may be that it is a clerk; it may be that it is a law clerk; it may be that it is a junior engineer. He will get all the facts, and in the organization branch, it will be determined what the classification is.

By Mr. Martell:

Q. Why the necessity for the investigators at all, if you have outside people to decide on the qualifications of the man?—A. I beg your pardon?

Q. Why the necessity for an investigating committee at all, if you take the findings of outside men on the qualifications of a lawyer, and the classification of his work? Why not let the department fix it and do away with that investigating committee?—A. The Commission must classify the position.

Q. But the Commission could do that by appointing some person to go and look, and the department set forth what they want a man for?—A. Oh, the majority of positions are not of such a technical nature, but what any person could, with training decide that.

Q. The technical positions and professional positions should be governed absolutely differently from what the present method is of appointing an ordinary clerk. That is the contention I am trying to make.

By Mr. Chevrier:

Q. Mr. Putman, you say there are two classes—if I am wrong, correct me. When you want a clerk for a new position, for an inferior position, without disrespect for the position—what is the machinery used—what are the steps that you take to classify that position?—A. I am afraid I do not understand your question.

Q. Supposing a department wants another employee, and that means a new class, and the department says "we want another clerk in that particular branch"—they apply to you?—A. Yes.

Q. Then you cannot furnish them with a clerk because it is a special position which has not been classified.—A. Yes.

Q. What do you do for the purpose of creating that class?—A. An investigation is made and the duties of that position are determined.

Q. By whom?—A. By one of the investigators.

By Hon. Mr. Marcil:

Q. By the Commission?—A. Yes, by one of the investigators. Usually if we can do it right on the ground we go to the department and find out what the man is going to do.

Mr. PARENT: That is exactly what I want. Will you give us the qualifications of each of those investigators, and how they came into the service.—A. They came into the service by competitive examination, but I am afraid I cannot give you the qualifications off-hand, but I can get them for you.

Mr. FORAN: There they are (indicating).

The WITNESS: Oh, here they are. I can give them to you now. Mr. Bird, senior investigator, Organization Branch, Matriculation B.Sc. in civil engineering, Queens University, four years experience, water power engineering, 1914-1919 officer of the Canadian Engineers; almost four years civil service investigation and classification. Appointed to the Civil Service Commission, August, 1919.

Mr. Gilchrist, an investigator. A.B., B.Sc. McGill University. 2½ years engineering experience with Tunnelling Company. Canadian Engineers in France; several months engineering construction work; 2 years civil service investigation and classification. Appointed to Civil Service Commission, March, 1920.

Mr. Simmins, an investigator. Uncompleted course of medicine and classics. 3½ years journalism and private tutoring; 1914-1919 with the Canadian Expeditionary Force. Advertising and assistant special service officer, Department of Soldiers' Civil Re-establishment, September, 1919, to August, 1920. 1½ years civil service investigation and classification. Appointed to the Civil Service Commission, September, 1920.

By Mr. Parent:

Q. Did you say "uncompleted course"?—A. Uncompleted course in medicine and classics, yes.

Q. Is there any fellow with a French name who has applied for such situation, that you are aware of, when these competitive examinations took place?—A. I cannot tell you that.

Q. It does not seem that there was anybody to investigate the French applicants.—A. We have a man who speaks French as well as he does English, a man by the name of Medland. Shall I continue reading the list?

The CHAIRMAN: Yes, continue reading it, you might finish it up.—A. Mr. Medland, an investigator. An Intermediate Science certificate, London University. 7 years' banking experience, 4 years in executive office in Army; 2½ years civil service investigation and classification. Appointed to the Civil Service Commission, December, 1919.

Mr. W. B. Cole, an investigator. 19 years technical training; correspondence course, independent reading. 2½ years civil service investigation and classification. Appointed to the Civil Service Commission, November, 1919.

By Mr. Chevrier:

Q. What is the nature of that engineering?—A. He was in the Department of the Interior for a considerable period of time, I cannot tell you exactly how many years, but at least ten years.

Q. Was this electrical, mining, or railway engineering, or what?—A. I know he has been on railway location work and has also been on refrigerator plant erection.

Mr. Ogilvy, a junior investigator. Matriculation in Arts. He has never attended a university. 13 years civil service experience, in the Department of Indian Affairs, Trade and Commerce, Customs, and Civil Service Commission. Appointed to the organization branch in October, 1920.

Q. Now, Mr. Putman, would you allocate these various gentlemen to the departments they cover?—A. Mr. Bird handles Post Offices entirely. Mr. Simmins assisted by Mr. Adams, Department of National Defence and Interior department. Mr. Cole, Board of Pension Commissioners, Marine, Agriculture, External Affairs, Justice, Secretary of State, and Soldiers' Civil Re-establishment —that part of the Soldiers' Civil Re-establishment that comes under the jurisdiction of the Civil Service Commission.

Mr. Gilchrist, assisted by Mr. Ogilvy, handles the Customs and Excise, Finance, Civil Service Commission, Auditor General, Health, Immigration and Colonization, Patents and Copyrights, Trade and Commerce, and the Purchasing Commission.

Mr. Medland, Indian Affairs, Archives, Railways and Canals, Public Works, Mines, Insurance, International Joint Commission, High Commissioners of Canada, Board of Railway Commissioners, and the Governor General's Secretary.

Mr. Payne handles the House of Commons, Library of Parliament, Privy Council, Printing and Stationery, Royal Canadian Mounted Police, Senate, and Labour.

By Mr. Parent:

Q. How many stenographers have each of them?—A. The stenographers generally are pooled. I have a stenographic pool of about nine.

Q. Nine for them all?—A. Yes.

Q. Would you mean to say that those nine are assigned to the whole lot of them, or are they separated?—A. As a general rule the same girl works for the same investigator, but on occasions they are assigned differently.

Q. What do you mean by "they are assigned differently"?—A. If one of the girls is away, somebody else does the investigator's work.

Q. The girls are all together in one room——A. They are in two rooms, with the exception of my personal stenographer.

Q. How many have you got yourself?—A. One.

By Mr. Chevrier:

Q. Mr. Putman, on that list in the way you gave it, I could not follow it very well, but could you say that there are in general on that list those who are specially and technically qualified to handle the technical positions of the department as to the creation of new positions and proper appreciation of the values?—A. With the experience that they have had, most of them for the last three or four years, I would say that now they are, and have that experience.

Q. Who is the gentleman, for instance, who would investigate the case of putting into the Experimental Farm an astronomical department of high quality —astronomers, for instance?—A. That would be allocated now to Mr. Simmins

Q. What are Mr. Simmins' qualifications?—A. Mr. Simmins is an investigator who has an uncompleted course in medicine and the classics. For 3½ years he was in journalism in Edinburgh, and also private tutoring. From 1914 to 1919, he was overseas. He was advertising and assistant special service officer in the Department of Soldiers' Civil Re-establishment, for over a year.

Mr. PARENT: He would know a lot about astronomy.

By Mr. Chevrier:

Q. If you wanted to appoint a pathologist or a biologist in the Health Department, who would look after that?—A. That is Mr. Gilchrist.

Q. What are his qualifications?—A. He is a B.Sc., McGill University.

Q. Has he any scientific training?—A. Applied science. He is a mining engineer, I might say, and has had considerable——

By Mr. Parent:

Q. Practical experience?—A. Well, at least experience in chemistry. The mining course includes a considerable amount of chemistry.

Mr. CHEVRIER: It is useless to go on through the list, I think.

By Hon. Mr. Marcil:

Q. Do you have the assistance of outside help?—A. On certain occasions we have use of outside help. One instance that I bring to mind, is the classification which was applied to the accountants throughout the service, in which we had the assistance of Mr. Waddington, chief accountant of the Department of Soldiers' Civil Re-establishment; Mr. Marchand, chief accountant of the Department of the Interior; and Mr. Dunlop, a chartered accountant in the city of Ottawa, employed for a period of three or four months.

Q. You do not use the boards to hold the examination?—A. No, not to a very large extent. We may, and we do at all times when any of the departmental officers whom we desire to give us any assistance, are available and our men are continually going to the different departmental heads, and branch heads to get all the information they possibly can. I might say in connection with the classification, to set the salary ranges, that all of these matters are taken up with the departments, and usually discussed with the deputy minister himself before a report is made to the Civil Service Commission.

By Mr. Parent:

Q. If you have to send one of your investigators to, for instance, the province of Quebec, to examine a man as far as his French qualifications are concerned, what investigator would you send?—A. The only time we have ever made a very extensive outside survey was at the time the personal appeals were made, and at that time I sent Mr. Medland, who was bilingual.

Q. Is he the only man you have who understands the French language?—A. No, I would not say that. I think three of them read French, one of them just as well as he does English.

Q. Who are they?—A. Mr. Simmins; Mr. Bird understands French very well, and so does Mr. Gilchrist. They are able to translate any French letters that come in.

Q. Do they speak French?—A. No, Mr. Simmins does a little bit, but the other two do not.

By Mr. Shaw:

Q. Mr. Martell was asking some questions in regard to the appointments of lawyers in the Department of Marine and Fisheries and the Department of Public Works. Could you give me an idea of how many lawyers are employed in the Marine department?—A. I think in the Marine department, one lawyer and an assistant, and the same in the Public Works department.

Q. That would be a total of four all together?—A. I think that is what it is.

Q. As far as a vacancy in the lawyers' staff in the Marine department is concerned, the first thing you would do would be to advertise for applicants?—A. I would classify the position.

Q. And then advertise for applicants?—A. Yes.

Q. You would have to classify the position in order to notify intending applicants what the duties were, and the amount of pay they would get?—A. Of course, that is already set up, with the particular department—

Q. Yes, now the application comes in to you. The application for this vacancy will come to the Civil Service Commission?—A. Yes.

Q. Then as I understand it, your representative, or your investigator, goes over to the department and takes up with them the special qualifications required, and I presume goes over the representations made by the various applicants, with the departmental officials?—A. No, that is hardly right,—

Q. (interposing) I would like to see if you could give me a situation on that one application, so that we could get the idea.—A. The requisition would come to the Civil Service Commission. It would be sent to the organization branch for classification. Now, the position being already established, all we would do is simply to note the classification of position, say, as departmental solicitors, and also note the salary and also see whether the way the department wanted that position advertised was in conformity with our classification schedule of duties and qualifications, and it would be passed to the examination branch, and from then on the examination branch would handle it.

Q. Would you tell me then what the examination branch would do?—A. I would rather not. I would rather leave that to Mr. Bland, who is very much more familiar with that end of the work than I am.

Q. Would it be his branch who would take it up with the representatives of the department and go into the matter of the various applications and their special qualifications?—A. It would be the examination branch, yes.

Mr. FORAN: They would take up with the department the method of filling the position to begin with, and that would be agreed upon, and everything contained in the advertisement would be approved by the department before the position was advertised, and subsequently the department would be represented on the advisory board, if the appointment were made on the recommendation of an advisory board, or if it were a written examination, they would be consulted with regard to that.

By Mr. Shaw:

Q. So, Mr. Putman, if a lawyer is required to have a special knowledge of admiralty law, or fishery law, that would be included in the advertisement?—A. Yes.

Q. And if it is not included, it will be because the department does not desire it?—A. Yes.

By Mr. Chevrier:

Q. Now, Mr. Putman, is this not a fact, that the duties of the lawyer for the department have already been determined by classification?—A. Yes.

Q. So there is not very much necessity of a conference then between the investigators and the departmental officials to know what the requirements will be, if that already appears in the book?—A. Not in that particular case, but there are many cases which come in which require an absolutely new classification or the department may say "we want to get a man with a little bit different qualifications, a little different kind of a man; the job has developed, and we want a higher grade of man than we have," and we would investigate it.

Q. Now, then, in that case any time that you strike a position where the departmental officials say that the position must be of certain qualifications, if that does not coincide with the requirements of the position as described by the classification board, does that not constitute a new position?—A. It may or it may not; it may be such a minor change that a new class is not necessary.

Q. To whose discretion is that left?—A. Very largely to the recommendation of the organization branch to the Commission.

Q. You know the nature of section 42 of the Act, which says that classification is not final. You said there were 500 or 600 corrections to the classifications. Is it not so that since the original classification has been fixed, that you have made now pretty nearly 2,000 alterations and variations of that classification?—A. I think something under 600.

Q. If you look at the books that you submit to the different deputy ministers, you will find that they are numbered—the alterations and variations—are numbered 1 to 500 and 500 to 1,000, and 1,000 to 1,500 and 1,500 to 2,000, and that they were, in December, up to about 1,600 odd; will you dispute that?—A. I do not know what you refer to.

Q. The variations and alterations brought about in the civil service classification, under section 42.—A. I think I have the complete data right here. To date there have been 661 new classes; there have been 186 classes abolished, 648 salary revisions, and 227 revisions in definition, making the total of 1,722.

Q. That date was—?—A. This was January 12, 1923.

Q. I was not very far off, because your report stated that.—A. Yes.

By the Chairman:

Q. Let me interject a question here, please. I would like to ask the witness if the abolished classes are increasing, if there is contemplation of this simplified classification on the part of the organization branch?—A. I will tell you, Mr. Chairman, I feel that that is a question I would rather let the Commissioners answer, because I have already prepared a report in connection with this, and I think it should be at their discretion whether that is answered or not.

Q. I only asked the question on the general assumption that you were improving your own service.—A. We are abolishing more and more classes all the time.

Q. Yes, I noticed you had already abolished 158, but had created 587 new classes.—A. Yes.

Q. There are more classes now than there were when you first started?—A. Yes, there are 2,204, as against 1,729.

Q. I just wanted to make the point clear. 1,729, is that the number of classes that the Arthur Young Company established?—A. That was the number of classes that were in the classification book when it was approved by Parliament.

Q. And there are to-day, with the added classes—?—A. 2,204.

Q. That is a greater number even than they established?—A. Yes.

Q. And you would say the trend is now back from that?—A. Wherever it is possible, but from time to time the work of the department develops so that it is almost impossible; you generally establish a new class for a special new line of work.

Q. Let me ask you this question, a general question. To obtain the end of simple operation in any organization, is it usually not considered wise to not give too many titles to your staff? The fact that a man has a distinct title makes him resent doing work under another class, and that a great flexibility of the work of your staff in any office occurs by not specifying what kind of clerk a man is. If he is a senior clerk, and not a senior clerk of some particular branch, he is a more flexible office man; do you not agree with that principle?—A. I do, yes.

Q. Then, as this Committee is dealing with the investigation of the service, and also has to report recommendations, I would like to make that point. I would like to have your confirmation of my personal belief that multiplication of classes is not necessarily going to be for the flexible efficiency of an office.—A. I think the simpler we can make our classification the better.

By Mr. Hughes:

Q. And the fewer?—A. Of course, there is this to be taken into consideration, that in forty odd departments, the number of different titles in the individual departments is not very large. I think in the Customs department, which has over 3,500 employees, there are only 68 different classes, that is including the deputy minister, assistant deputy minister, and down. It is either 68 or 86; I looked it up yesterday, but it slipped me. I think in the Post Office department, there are certainly not over 120 different classes.

By the Chairman:

Q. In describing men in the Interior department, engineers, a group of boys go through a school of science and take the general engineering course; one of them is relegated to one class of work, and another to another, but they really all have the same educational qualification. However, they are known as engineers, hydrographical, geodetical, or some other such term. Would it not be for the betterment of the general working of the department if these men were just classed as engineers, not a certain standing?—A. In the classification there is a general class of engineering positions up to about $2,000, but after they get above $3,000 their work becomes so specialized that it is almost necessary to maintain the different classes, and in the Government service the work becomes so specialized, as the hydrographical, geodetical, and so on, that after a few years' service in one of the branches of the service, a man is going to take two or three years to become accustomed to other services, so I do not believe the distinction there is as serious as it would appear on the face of it.

Q. In ordinary office help you have eliminated or you are trying to eliminate, every duplication of class that is possible?—A. Yes.

The CHAIRMAN: Speaking of the rank and file of office clerks, you have simplified that as much as possible to bring them to a greater standard of efficiency. I think the Arthur Young Company endeavoured to simplify it as much as they could, but they undoubtedly ran into the same argument you are using here.

By Mr. Chevrier:

Q. Mr. Putman, how does a clerk pass from one class to another; supposing he was classified as so-and-so, how can he get into the next class?—A. By promotion.

Q. How is that done?—A. It is done by request from the department to fill a higher grade position by promotion.

Q. Any orders in council necessary for that?—A. If it involves a change in organization, we have been submitting to Council any change in organization.

Q. What is the nature of the change in organization, what is it?—A. An additional position or a position of different grade.

Q. I do not know; you have an accountant, grade 1, I suppose, and want to make him an accountant, grade 2; can you do that, promote him to a higher grade?—A. If it is his work that has so developed, it would be possible to do so.

Q. In his own work, if you want to put him up in a higher class, how do you do it?—A. It is impossible to do it unless there is a vacancy, or there is a vacancy created to which he may be promoted.

Q. In either of those two cases, if a vacancy occurs either by reason of the vacancy being created, a new position, or by the death or promotion of the one above, how do you do that?—A. The department will ask us to fill it by promotion, and we will proceed to do so.

Q. In what way?—A. It is a matter that is entirely in the hands of the examination branch, with the exception of the classification of the position.

Q. Then you said to me it was sometimes necessary to have an order in council; on what occasion?—A. Either when it is a new position or there is a change in the organization involved.

Q. What is the change in the organization?—A. A distinct change in the way the work of the department is carried on.

Q. Supposing a man is graded A. 1, and the department wanted to give him a higher grading, because of special work they were going to give him to do; can the deputy minister do that?—A. No.

Q. Why?—A. He could create a new position by order in council. There is a special order in council——

Q. Has he to get your approval?—A. If it is a change in organization it has to be concurred in by the Civil Service Commission.

Q. Has it ever been refused?

Mr. FORAN: I think that what Mr. Chevrier has in mind is the re-classification of a position as a result of additional duties being added to it.

Mr. CHEVRIER: Of course, I do not object to getting the information, but I would like to get it from the witness.

Mr. FORAN: I would like to assist you. You take an accountant graded class 2, who is reclassified as class 3. That is because of additional information that it can be authorized by the Commission.

The WITNESS: We submit that to Council in the ordinary way, if we think the duties of the new position would entitle classification in grade 2.

Q. And then the Cabinet has no alternative but to put that through?—A. I should not say that.

Q. Then is not that a duplication of the work? Why should the deputy minister not be able to promote that man right through?—A. Simply because the law requires that that procedure be followed.

Q. The law says it must be done that way?—A. The Civil Service Act, section 9, says that.

Q. Then it is a duplication of work which could be done away with by the deputy minister doing that?—A. The position would have to be classified anyway.

Q. Because of the law?—A. Yes.

Q. But you get to the same result, do you not, by a long detour? I agree that it is the law, but is that not so?—A. That is the law, yes.

Mr. SHAW: I confess that I do not understand that at all.

The CHAIRMAN: It is a promotion through the Act.

By Hon. Mr. Marcil:

Q. The promotion cannot be made by the department itself, it must be made by the Commission?—A. With the approval of the Commission.

By Mr. Chevrier:

Q. And how long does that take, to put that through?—A. I have known some of them to be put through and be back again from Council in five days.

Q. Be square with me, and give me the extreme.—A. I have known some of them that have taken a considerably longer period.

Q. Some have taken a year, is that not so?—A. I do not think there are cases such as that.

Q. Was there not the question of the penitentiaries that lasted over a year? You can look it up?—A. I do not know.

Q. It happened in many cases; it has taken months to get through?—A. I know in many instances it has been a long time before Council, and I know some instances where they have been a long time before the Commission.

Hon. Mr. MARCIL: Is it your intention to sit until 6 o'clock?

The CHAIRMAN: It was my intention to sit until we were through with Mr. Putman, and then adjourn until 3.30 to-morrow, and then go on with Mr. Bland.

By Hon. Mr. Marcil:

Q. Have you anything to do with the advertising of positions?—A. Nothing at all.

Q. Which branch is that in?—A. The examination branch.

Mr. FORAN: I would like to mention that the organization branch, of course, is a very important branch of our work, and I would like you to be satisfied that Mr. Putman has answered all the questions you care to put him. I think I would like to ask Mr. Putman to describe the procedure a little more minutely in connection with the creation of new positions, where the requisition is received requiring a position to be created; to whom the investigator goes, and with whom he consults, and in what manner he reaches the conclusion that the salary range which he submits to the Commissioners for approval is a proper one. We will take the position of an astronomer, if it is not already created, if you have to provide a new position of that kind. To whom would the investigator go; define minutely the procedure he would follow until he sends for the approval of the Commissioners a schedule grading this new class.

The WITNESS: In the first instance the department would write us, describing in more or less detail the duties expected to be performed by the incumbent of this position of astronomer. Likely the first step that we would take would be for the investigator handling the department to go immediately to the chief of the astronomical branch. He would talk over with him the different requirements of the position, what the man was going to do, the qualification requirements necessary for a man to satisfactorily fill that position; he would talk over with him the question of salary; what salary it would be necessary to pay, get, in fact, all the information he possibly could. He would come back to the office; in all likelihood he would compare it with other astronomical positions in the service.

By Hon. Mr. Marcil:

Q. He does not get this information in writing?—A. In some instances, yes, and some no; it just depends whether he needs more documentary evidence. Then he would take all the information that he has at his disposal, and if it is a new position, write a new definition for the classification.

Mr. FORAN: He would submit that to the expert of the department?

The WITNESS: Yes, and then, in all probability, he would take it to the deputy minister of the department, and discuss it with him, because sometimes additional information can be given by the deputy of the department. After getting all of this information he would submit it for the approval of the Commissioners and then re-submit the definition and salary to the deputy minister of the department for his final approval before submission to Council.

By Mr. Chevrier:

Q. Can the deputy minister reject it?—A. No.

Q. What is the idea of submitting it to him for his approval?—A. The idea of submitting it to him for his approval is in order that we may get all possible co-operation of the department. There are cases where we cannot begin to pay the salary, in comparison with other salaries in the service, that some of the deputies would like us to pay for these positions.

Q. The expert you mention is one of the classifiers under yourself?—A. Yes, of course, with all these things before they are submitted to the department or Commission, they go through my hands. The matter is then approved, or disapproved by the Commission, and whatever the Commission decided is forwarded in a report to Council for approval.

Q. You believe that you are in a better position, or that your expert is in a better position to say what that work is worth than the deputy minister?—A. Most decidedly, because we have the whole of the service at our finger ends. We are in a position to know.

Q. To be frank, I do not agree with you?—A. I have made my answer.

By Hon. Mr. Marcil:

Q. Who decided as to the technical qualifications of the one appointed?—A. It is usually a question of agreement between the department and the Commission.

Q. Take the case of an astronomer, for instance?—A. We rely very largely on the technical officers of the department.

Q. They have such officers?—A. They have.

By Mr. Chevrier:

Q. Do you always take their recommendation?—A. Unless it is so extreme as to be unreasonable.

Q. And you are the sole judges?—A. We report to the Commissioners.

Q. Who have the final say as to whether it is extreme or not?—A. The Commissioners.

Q. On the report of your experts?—A. Yes, and where there is a difference of opinion, we invariably report the department's side and our own.

Q. To whom?—A. To the Commissioners.

Q. You report your expert's version and the version of the department to the Commissioners?—A. Yes.

Q. And you let the three Commissioners determine whether he is a properly qualified astronomer or biologist or something of that kind?—A. If there is a question of disagreement, yes, I should say so.

By Mr. Shaw:

Q. Have there been cases of disagreement?—A. Not as many now as there were. There never were a very great many.

By Mr. Chevrier:

Q. Would not the reason that there have been few disagreements be that there is only one side to disagree about, that you are the sole judges in the

last resort, and that the deputy ministers or the officials of the departments, have nothing to say. You have the last word, and you cannot disagree?—A. That is perfectly right, the Commissioners have that.

By Hon. Mr. Marcil:

Q. The Commissioners can consult anybody outside?—A. They can. When the organization branch wants to get any information, or to consult anybody for information, I have never known the Commission to say that we should not go here or there for the information.

Q. They can even consult a member of Parliament if they want to?—A. Yes, and I think on several occasions we have.

By Mr. Chevrier:

Q. But the lowest tender, or any tender may not be accepted. You reserve to yourself the right to refuse or accept?—A. No, that is reserved to the Commission.

Q. You need not accept any tender, or any information. You are not bound to?—A. I think it is always taken into consideration.

Q. To what extent?

Mr. SHAW: It depends upon circumstances.

By Mr. Parent:

Q. I have one question to ask. Let us assume that a nomination is made in the usual course, under the Civil Service Act. Have you any inspector or anybody working in the Commission, to investigate whether that nominee is doing his work properly or not, after his nomination is made, and the man has been sent to work?—A. Do we have an investigator who goes out into the different departments to see whether the employees have been doing their work properly or not?

Q. Yes.—A. We have nobody under the Commission who is doing that at the present time. Of course, when a case comes up for promotion, there may be such an investigation made of the work he is capable of doing; but we have nobody who goes into the departments to inspect the work of the different employees.

Q. Have you not anybody who goes around the post offices in the large cities to judge whether the letter carriers, or letter distributors for instance, are doing their work properly or not?—A. The only time we have ever gone into any of the departments, to determine anything like that was to determine what any particular man is doing, but we do not determine whether he is doing his work properly or not.

By Hon. Mr. Marcil:

Q. You do not go all over the Dominion?—A. We have gone from Victoria to New Brunswick.

Q. Do you do that as a matter of course?—A. Not always. This was a special inquiry that we made.

Q. Supposing that you had a promotion to make in the Montreal Post Office, who reports to you?—A. That is a promotion question, and I would rather leave that to Mr. Bland.

Q. It goes through the department?—A. Yes.

Mr. FORAN: Mr. Parent evidently assumes that we have the right to investigate the work of the man after he is appointed. We have no such right at all. Once the man is appointed, he is outside of our jurisdiction, and is under the jurisdiction of the department, and we have not the right to follow him to see if he is performing his duties properly.

Mr. CHEVRIER: Except in a question of promotion?

Mr. FORAN: Except in cases of promotion.

Mr. CHEVRIER: And sick leave?

Mr. FORAN: Where there is something special.

Mr. CHEVRIER: And increases of salary?

Mr. FORAN: All the statutory increases go through.

Mr. CHEVRIER: So you have no hold over these.

Mr. FORAN: These go through at regular intervals. We do not follow up a man to see if he is doing his work properly.

Mr. CHEVRIER: That is about the only thing you do not do.

The CHAIRMAN: There are undoubtedly complaints from the departments about the men you send not being satisfactory. Probably they do not consider that he is so unsatisfactory that they want to dismiss him. Do you compile the information which you get from the departments in regard to that?

Mr. FORAN: That is a rare case.

The CHAIRMAN: In an ordinary employment office of a large corporation the thing works out this way: The branch managers or the superintendents would request the employment office to get men of a certain type. Say they wanted fifty engineers of a certain type. I understand that it is a common practice for a superintendent of the work not only to receive the men from the employment bureau, but also to send to the employment bureau a report on the class of men sent and as to how they are working out, using it as a basis of guidance for future employment. Of course, the question of nationality enters largely into the ordinary employment bureaus which does not apply here. For instance, a superintendent may ask for a certain class of machinist, and the men sent to him may be a mixed lot. He may have ten Scotch engineers, and he may have some American engineers, and engineers of other nationalities. The foreman would send in a report that one nationality—let us take the Scotch—were a good group of engineers and apparently had good training. That is used as information for the employment bureau on which to act in future. You have no such system of getting information from the departments as to how the men work out?

Mr. FORAN: No. If the Commission had the right to transfer, without the initial action being taken by the department, that could be done. Where an employee is unsatisfactory in one department, he might be transferred to another department and be entirely satisfactory. If the Commission had the right to transfer that employee to some other department, I think it would be an improvement in the administration of the Act, but under the law as it stands now, the Commission has no right to transfer, except on request from two departments. I think it is safe to say that in very few cases have we received any information through a deputy that a clerk is unsatisfactory unless he proposes to reject him altogether.

The CHAIRMAN: That is where the Act, it seems to me is cold.

Mr. FORAN: Yes, I think it could be amended in that respect and increase efficiency in the service.

The CHAIRMAN: Taking it from the standpoint of an employment agency for a large employer of labour, it seems to me that there is no flexibility in the Act in that respect. A man may be employed in good faith, and though unsatisfactory he may not be unsuitable enough to justify the deputy reporting that he wants to fire him. He might be suitable enough in some other department, and it seems to me that there is a gap in the working of the organization that does not make for the greatest efficiency in the service.

Mr. FORAN: Do you not think that where a deputy is not consulted with reference to the employees we send him, where he has nothing whatever to say with regard to the employees who are furnished him to carry on the work of his department, where he gets perhaps an employee who is not satisfactory, do you not think that in the interest of his department he should reject the man at once? He has no interest in retaining such employee; he has had nothing to do with his appointment. Such employee is sent him from the Commission, and we are bound to send him qualified men. If we are not doing that, the deputy should reject them. But the number of rejections have been so infinitesimal compared with the number of appointments, that I should rather say that the system has been a huge success if it is to be judged on that basis.

Mr. PARENT: In your opinion, the law should be amended?

Mr. FORAN: To give the Commission the right where an employee is not exactly suited, to transfer that employee to some other department.

Mr. BROWN: Would not that involve supervision by the Commission over all the work of the departments?

Mr. FORAN: No, it would enable a deputy to report that the best interests of the service would be promoted by the transfer of Jones, Brown or Smith to some other departments. We could put them on the list of transfers, and when an opening occurred make the transfer.

Mr. CHEVRIER: A man might be well to-day and sick to-morrow. He may be all right when he goes into the service, but he may be inefficient through ill-health in a year or so. That is one kind of transfer which you say should be made. You are placing the blame on the deputy for not rejecting him at once, but the man might be sick one day and in eight months say, he might become efficient.

Mr. FORAN: He can release him.

Mr. CHEVRIER: Not after six months, unless the deputy gets your consent.

Mr. FORAN: He can always remove him, he has the right to remove at any time. He can reject him within six months, and if the period has not been extended further, if he wants to get rid of him, he can dismiss him.

Mr. CHEVRIER: He can dismiss him, but not transfer him.

Mr. FORAN: No.

Mr. CHEVRIER: If you want the right to transfer a man from one branch to another, would it not be just as easy for the deputy minister to exchange clerks, provided they came under the same category, without going through all this rigmarole.

Mr. FORAN: That can be done now. If two deputies agree, they can exchange officials; it is a matter of form to send the request to the Commission.

The CHAIRMAN: That is possible?

Mr. FORAN: Yes, where two deputies agree, and they get the approval of the Commission.

The CHAIRMAN: That answers the point that I had in mind. As an employer of labour I know of cases of men who were not exactly suited to the positions to which they were allotted, but the superintendent would say, "I have a couple of men here who would be better suited in another department; they are not quite suitable in this department." I can imagine a case in your department of a stenographer who has had some previous legal training, and of a stenographer who may have had a business training. They may be allocated to positions where their previous training would not be of the greatest value. It seems to me unfortunate for the employee in the civil service that the only recourse which the deputy has is dismissal. If the Act were made

more flexible, and a man could be transferred to another department in which his services would be more satisfactory, I think it would be an advantage.

Mr. FORAN: I think your point is very well taken. Any change in the law which will make the Act more flexible would conduce to greater efficiency.

Mr. CHEVRIER: Would the Commission be prepared to recommend that modification of the law?

Mr. FORAN: I cannot speak for the Board, but I can consult them about it.

The CHAIRMAN: Your opinion is that the law is a little inflexible in that respect?

Mr. FORAN: Yes, I think your point is an excellent one, and if some change could be made to meet that point, it would make for greater efficiency in the public service.

Mr. CHEVRIER: Suppose that two deputies agree upon a transfer which entailed a change of class?

Mr. FORAN: Of course the regulations provide that a transfer shall be to the same class.

Mr. CHEVRIER: But suppose, in the case I am submitting that both deputies are agreed on an interchange of clerks, and the one takes an inferior position while the other takes a higher position. I understand that that cannot be done unless you sanction it.

Mr. FORAN: No, it has never been possible, since the first Civil Service Act was passed to transfer any employee to a position involving an increase in salary. From 1882 up to the present time that has been the law; a transfer cannot carry with it an increase in salary.

Mr. CHEVRIER: I agree with you, but under the old law there was not the multiplicity of classes that there is to-day. Is that right?

Mr. FORAN: That is right.

Mr. CHEVRIER: I do not think it was very much easier to transfer a man from a $1,200 to an $1,800 class, if within that class, say a man earning from $1,200 to $1,800, but actually earning $1,400, and transfer him into another department where that clerk was getting $1,200 to $1,800, where he was only getting $1,600. Now, you cannot do that because of the multiplicity of divisions and classes, is that right?—A. Yes.

Q. Would you not be prepared to recommend—would it be businesslike to say that when the two deputy ministers agree, no matter if there is a change in the class, they should be able to do it? Would you be prepared to recommend the law be changed accordingly in order to do away with the cumbersomeness? Mind you, I am not placing the responsibility on the Commission. I just say that the law in that respect in my opinion is vicious, and it ought to be altered to give it more flexibility.

Mr. FORAN: There is one point I might bring—

Mr. CHEVRIER: I would like to know if you agree or disagree?

Mr. FORAN: I cannot reply in a few words to that question. I want to say that most of the changes made in the Civil Service Act with regard to transfers, and with regard to promotions, were made at the instance of the civil servants themselves. The civil servants claim with regard to these transfers—(and it is a factor which has to be considered by the Commission), is that if a transfer is going to block the way for the promotion of those who are employed in the department to which the man is to be transferred, it would be most unfair. They think the transfer is not in the interests of the employee, and a great deal of regard has been paid to the claims of the employees when

framing these regulations. You will see in reading over the Spinney Report of the Committee the opinion expressed that perhaps too much regard has been paid to the claims of the employees rather than to the interests of the public, and that feature must be considered before any changes would be made, but I certainly do think that some change in the transfer regulations along the lines suggested by the Chairman might very profitably be made.

The CHAIRMAN: That is one of the worst things you have to contend with.

Mr. FORAN: Yes.

The CHAIRMAN: The fact is that the civil service do not consider they are all in the employ of the country, but are in the employ of one little branch, and they guard very zealously their seniority rights and promotion rights in that one channel. That is quite apparent in this one service.

Mr. CHEVRIER: But on the other hand, Mr. Foran, to answer what the Chairman says, is it not so that under the existing classification it will take a long while to do that, and a man might grow old in the service, or might even die without any opportunity for promotion?

Mr. FORAN: That is so.

Mr. CHEVRIER: Whilst under the old regime he could go up much higher in the range of salary?

Mr. FORAN: No, he could not move out of the class unless his duties are changed.

Mr. CHEVRIER: He could not get his increase of salary that he could have gotten under the old regime?

Mr. FORAN: That is right.

Hon. Mr. MARCIL: There is one more question which perhaps the Committee would consider advisable to ask Mr. Foran, seeing we are here to improve the Act. If there is anything he can suggest of his own volition which would improve the Act?

Mr. FORAN: I think, Mr. Marcil, on reflection you will realize that recommendations of that character would come with far better grace from the Commissioners to begin with. Perhaps, they may decide that some changes are desirable as the result of the evidence submitted to this Committee, and I could come on to close up the investigation and present their recommendation.

Hon. Mr. MARCIL: That would help the Committee, because we are trying to take out the evidence. If they have anything on hand and see where any improvement could be made, I think they ought to let us know.

The CHAIRMAN: I quite agree with you, Mr. Marcil. It was my idea to get as much information as we could from Mr. Foran on the workings of the Act before we began to call witnesses to give evidence. The Commissioners will undoubtedly be the ones to be called before the Committee and by that time the evidence which will be submitted will be public and Mr. Foran will be in a better position to judge from the evidence, and so his remarks at the end will probably come with better grace at that time than at present.

Mr. HUGHES: I want to get a little information. Will Mr. Foran be called at the next meeting?

The CHAIRMAN: Yes, at 3.30 to-morrow.

Mr. HUGHES: And Mr. Foran will be here?

Mr. FORAN: Yes, I will be here.

Whereupon the Committee adjourned until March 21, 1923, at 3.30 p.m.

WEDNESDAY, March 21, 1923.

The Special Committee on the Civil Service Act of Canada met at 3.30 p.m., the Chairman, Mr. Malcolm, presiding.

The CHAIRMAN: We will hear Mr. Foran further with regard to the examination branch, and call the examiners as soon as Mr. Foran has completed his statement.

WM. FORAN recalled and further examined.

WITNESS: In the course of my evidence on Monday, gentlemen, I referred to a circular which was sent to the departments after Parliament had adopted the Spinney Bill, asking what further exemptions they desired should be made under the amendment which was made to the Act during that session of Parliament. The members naturally are anxious to see what requests the departments made in that connection, and I was asked to produce lists of the positions which the deputies thought should be exempt from the operation of the Civil Service Act. I am handing this list to your secretary, so that it will be available to any members who care to look it over. It is a somewhat lengthy list, and I do not think that any good purpose would be served by my reading it now.

By Mr. Rinfret:

Q. Do you think it would be worth while to print it?—A. It would be more accessible to the members if that were done.

Q. I am not moving that it should be printed; I am merely asking whether you think it would be advisable to have it printed with the evidence.

By the Chairman:

Q. When was this list prepared?—A. These replies came in during the months of August, September, and October. The circulars were sent out shortly after the session of Parliament of 1921, and these are the replies.

By Mr. Rinfret:

Q. Unless we have that list in some other form, it is very likely that a matter which we will discuss later on will be whether more exemptions should be granted, or otherwise?—A. Your questions to many of the deputy ministers will be based on those requests, so that the lists should be accessible in some way to the members. If it were printed in the proceedings, probably that would be the most convenient form. (See Appendix—Exhibit A.)

By Mr. Simpson:

Q. Have you a list of the exemptions that have been made?—A. That has already been furnished. In the course of the examination of Mr. Patching yesterday afternoon, he was asked to submit a statement to the Committee showing the number of persons who were blanketed in under the order in council of 16th December, 1920, and also to furnish a copy of that order in council. I am handing to your Secretary the papers and information asked for.

Now it seems to me that we have reached the stage where it would be useful if we put Mr. Bland, the chief examiner on the stand, in order to obtain from him more minutely than I can give them the details of our examination work. I understand that two of the members, Mr. Martell and Mr. Chevrier, are particularly anxious to be present as they have a number of questions which they desire to ask him.

By the Chairman:

Q. This report which you have submitted respecting exemptions was prepared for the previous Committee, was it?—A. No, subsequent to that. In the course of that inquiry, it was ascertained that the Commission really had the power to exempt such positions, to which they did not find it practicable to apply the provisions of the Act. That provision of the Act was amended by including the words "in the public interest;" so that the Act would read:—

"Where in the opinion of the Commissioners it was not practicable or in the public interest,"

to apply the provisions of the Civil Service Act to any position or positions, they, on the approval of the Governor in Council could exempt them from the operation of the Civil Service Act. It was the feeling of that Committee that a great many minor positions might profitably be taken from under the jurisdiction of the Civil Service Commission. You have the report of that Committee before you, and you will see that that is really the recommendation which was made; and it was suggested that the deputies and the Commission should get together and decide what positions might be taken from out the jurisdiction of the Civil Service Commission; in any case, the Act was not practicable, because it was not for the public interest that the Commission continue to fill these positions. Instead of a conference, a circular letter was sent out, and this is the result of that circular letter. These are the lists of the positions which the Department asked should be taken out from under the jurisdiction of the Civil Service Commission.

Q. And your exemptions are a part of this list?—A. That is taken from those letters, yes.

Q. The exemptions that you made?—A. The exemptions that were made were a part of those, and you have the list too. Now, in the course of the Prime Minister's speech in the House, he read a memorandum from the deputy ministers in which they asked to have a large number of technical positions, in the first place, and in the second place, they wanted a provision included in the Civil Service Act which will go to the Governor in Council, to exempt positions on the recommendations of the deputy minister. I mention that because it is public property; it appears in the speech of the Prime Minister in the House. When the deputies come up, it will be useful to have this list, and I fancy there will be other positions which they recommend shall be exempted.

Mr. MARTELL: May I ask a question of Mr. Foran? I do not want you to think I am "muck-raking" or anything of that sort, but this is a usual question asked in court. Since this Committee of investigation was authorized by the House of Commons, have you had any conference with the Commission jointly or severally, or with any of your officials, as to the character of the evidence that you were to give here, and in preparing to give evidence by telling them what they should say?—A. No, sir.

Mr. MARTELL: I am not asking that nastily. I will direct that to all of them.

The CHAIRMAN: There is one question in connection with this list which was submitted. It was submitted after the recent Committee had sat. Does it bear out the recommendation of the deputy minister at the present time?—A. Does this list? No. A number of the class which were recommended by the deputies were approved by the Commission and the Governor in Council. You have a list—a great many positions which they asked to have approved, the Civil Service Commission refused to approve, and no recommendation was made. You will be able to determine by comparing that list with the list that were exempted, exactly the positions which the Commission refused to exempt from the operations of the Act.

Q. The point I am anxious to clear up is that the deputy ministers may not now feel the same towards submitting this list as they did at that time.—A. Well, of course, whether the feelings of the deputies have changed at all, I do not know.

Q. It seems to me this is old evidence.—A. No, that was referred to in my evidence on Monday, and the Committee asked that that list should be brought down.

Mr. SIMPSON: That is on the basis on which we can question the deputies as to whether they are of the same opinion now.

The CHAIRMAN: All right, I am quite satisfied.

Mr. BROWN: The other list will be printed too?

The CHAIRMAN: I think so. This one here (indicating) is a statement of the operations under the Order in Council of the 16th December. This is a statement showing the persons recommended for permanency under the blanket order in council of the 16th December, 1920. This is a statement showing those recommended. Then subsequently it was withdrawn by the department, recommended to Council by the Commission, approved by the Council, and now before the Council. This was the information that was asked for by one of your Committee, and he also asked that a copy of the order in council be printed.

Mr. MARTELL: If I may tender in evidence a list of applicants received for the positions. This is prepared by the Marine and Fisheries department for the purpose of showing that after all this expense was put on the country, it was subsequently found out that the position was not required.

The WITNESS: It was the department, of course, who decided that.

Mr. MARTELL: I know, but I want to put it in for future purposes. That shows there was a position advertised all over the country, and the country was put to a great deal of expense.

The WITNESS: There are a number of cases we could furnish you of that kind.

Mr. MARTELL: I would like many of those. In other words, positions are advertised when they are not needed.

The CHAIRMAN: Gentlemen, we will proceed by calling Mr. Bland.

Mr. SHAW: May I ask Mr. Foran a question.

Q. Do I understand that order in council of June 29th last exempting a large number of positions was simply the total result of all the positions up to that time, or did it exempt all the further positions by the Civil Service Commission?—A. It included everything.

Q. So the order in council of June 29th included everything?—A. I think so. There have been a few since but we have produced here copies of all orders in council regarding the exempted positions.

By the Chairman:

Q. How many positions did it exempt?—A. I cannot say exactly.

Mr. BROWN: 10,000 were the figures used in the House.—A. Yes, and I showed you yesterday there were over 7,000 post offices under $200.

By the Chairman:

Q. A great majority of the number of 10,000 were exempted a year ago?—A. I do not know where that figure was obtained. We never figured out how many were included in that order in council. Somebody has used the figures "10,000", but I am not sure that it is correct. If you want to get absolutely accurate information, we will be very glad to make up a table for you.

Q. I think we should have that table made up, and I think we should have shown on the table how many were brought down by the recent change, and how many were exempted before?—A. Yes.

The CHAIRMAN: The 10,000, Mr. Brown, was probably used in the House in connection with Mr. Grant's letter. I do not know whether it was authoritative.

Mr. MARTELL: Dr. Grant never got any of this information from you in your official capacity, Mr. Foran?—A. No, certainly not.

Mr. HUGHES: I wanted to get some information, but I was absent, not due entirely to my own fault, and perhaps the information has been given to the Committee,—

The WITNESS: You are referring to some of the departments who are exempted?

Q. I wanted to get the departments or the branches of the departments that were organized or established since 1918, and the officials of each, and the employees, without reference to the Civil Service Commission at all, the number of the departments, the names of them, the number of officials employed in each, and the salaries. We might have these salaries given by classes. That would shorten the work. I understand there were three or four such departments, and the Civil Service Commission was not asked to fill the vacancies. That is the thing I wanted to get, and when I get that information I might probably have a few questions to ask in regard to it.

Mr. MARTELL: You might supplement that, Mr. Hughes, by asking for the numbers that were subsequently blanketed in of that number.

Mr. HUGHES: When I get that information—

The WITNESS: We will procure that information for Mr. Hughes, and we could go on with that matter as soon as we are through with Mr. Bland. How would that do, Mr. Hughes?

Mr. HUGHES: Anything that suits the officials suits me.

The WITNESS: We can take that matter up just as soon as we are through with Mr. Bland. I will have that information for you.

By Mr. Martell:

Q. Before you go, Mr. Foran, have you a man in the Civil Service Commission by the name of Thivierge?—A. Yes. He is to be here this afternoon. He is in charge of the assignment branch. I brought him up this afternoon, because as soon as Mr. Bland gets through, I thought it might be useful to put him on the stand to explain the workings of the assignment branch, which can be explained by him.

Q. He is still in your department?—A. Yes.

Mr. MARTELL: I had to go yesterday afternoon, and I hope subsequently we can recall Mr. Putman, if he is required.

The WITNESS: He is here.

Mr. MARTELL: Yes, but I may want him subsequently. I wish it understood that we are not through with him as yet, if we wish to recall him.

The CHAIRMAN: Yes, Mr. Putman, or any other official of the Commission might justifiably be called later. The idea was to hear the representatives of the Commission, more especially Mr. Foran, by way of explanation of the service, before we hear other witnesses who might have suggestions to make in regard to incompetency or criticism.

Mr. MARTELL: That is all right. I just wanted to know if we could get him.

The CHAIRMAN: Before the end of the Committee's work, undoubtedly we will recall some members of the Commission to explain or answer certain things. In the meantime, I do not think it will be to the best interest of the Committee's progress to recall these witnesses to-day.

Mr. MARTELL: I am not asking for the recall of them to-day at all.

The witness discharged.

CHARLES H. BLAND called and sworn.

By the Chairman:

Q. Mr. Bland, your full name is C. H. Bland?—A. Charles H. Bland, Mr. Chairman.

Q. Your official capacity?—A. Assistant secretary and chief examiner.

By Mr. Martell:

Q. Of what?—A. The Civil Service Commission, Mr. Martell.

Q. How long have you been there?—A. Fourteen years.

Q. Have you been in the Civil Service Commission ever since entering the public service?—A. Yes.

Q. What were you doing prior to that, Mr. Bland?—A. I was graduated from Queen's University in 1907.

Q. In what faculty?—A. Arts. The two following years I was in business, and then entered the civil service.

Q. You might briefly explain what your duties are?—A. In brief, Mr. Martell, my duties are generally to assist the Secretary in the administration of the work of the Commission, and particularly to direct the work of the Examination Branch.

Q. You are called the assistant secretary and chief examiner, are you?—A. Yes.

Q. Now, have you a subdivision of your examination branch?—A. Yes, it might be divided into two divisions, Mr. Martell; first, we might make a division of the branch, into the examiners on one hand, and the clerical staff on the other.

Q. What is the other?—A. The division of the English work and the French work. As you know, all examinations may be taken in both languages, necessitating both staffs.

Q. Mr. Bland, coming directly to the point of the examination branch, who are the examiners under you and what are their duties?—A. The examiners are as follows: Head French examiner, and head translator, J. R. A. Baril; senior examiners J. W. Bourbonnais, C. E. Garrett, A. C. Kemmis, R. Morgan, and R. M. Walker and six Junior Examiners, J. L. Bouchard, M. C. Guthrie, H. R. McNaughton, S. G. Nelson, J. G. Reid, and W. S. Watson.

By the Chairman:

Q. Would you read their qualifications, Mr. Bland?—A. Yes, Mr. Chairman; J. R. A. Baril. A graduate of Laval University. Three years experience in journalism and translation, fourteen years experience in Civil Service examinations and translations. He is bilingual.

Senior Examiner, M. J. W. Bourbonnais, graduate, University of Ottawa. Six years teaching experience. Four years experience as civil service examiner. He is also bilingual.

Mr. C. E. Garrett, Under-graduate of London University. Three years in the Great War. Seven years experience in journalism and general business.

APPENDIX No. 5

By Mr. Martell:

Q. A graduate of London University. That is very vague. London University until a recent date was not a lecturing body?—A. Yes.

Q. Now, an undergraduate? What standing has he had as an undergraduate? —A. As far as diplomas are concerned, none. He was attending to take lectures.

Q. He has no certificate to show his standing in the faculty?—A. No. But I think we can guarantee that his record is good.

(Reading) A. C. Kemmis, Barrister-at-law. Three years service in the Great war. Fourteen years legal and journalistic experience; two and a half years experience as civil service examiner.

Q. I want to ask you some questions about Mr. Kemmis. You say he is a barrister-at-law. Is he a university graduate?—A. As far as I am aware, he is not.

Q. Is he a graduate of any institute of legal education?—A. He has qualified—

Q. But he may not have attended any university at all; he may have studied in a lawyer's office?—A. That is possible.

Q. You have no knowledge of whether he is a university graduate?—A. I can secure it, if you wish it.

Q. Is there any truth in the statement or allegation that Mr. A. C. Kemmis —this is the man you have reference to?—A. Yes.

Q. Was originally appointed to the position as a junior examiner, and could not obtain the necessary marks, and could not obtain three satisfactory references?—A. No.

Q. There is no truth in that statement?—A. No.

Q. He had three satisfactory references?—A. Yes.

Q. Are they on file in your department?—A. Yes.

Q. Will you produce them?—A. Yes.

Q. Was he given promotion from a junior examiner to a senior examiner over the heads of others?—A. He was given a promotion as senior examiner on the belief of the Commission that he was best qualified for the position.

Q. Were the others compelled to take a written examination—the others who were senior to him?—A. In two cases, as I recollect their promotions to senior examiner were secured on basis of written examinations. In other cases they were not.

Q. There was no written examination?—A. No.

Q. Why were not the others given an opportunity of trying for the promotion if they were senior as junior examiners?—A. They were all considered in connection with his promotion.

Q. Do not you think there would be an idea of partiality in a case of that sort? According to your own methods of procedure if you wish to promote a man in one of the other departments, you have what you call competition for promotion?—A. Yes.

Q. In which the men are required to take examinations, and so on?—A. Yes.

Q. Why should that be deviated from in a case of your own department?— A. It was not deviated from.

Q. In this case the man was not compelled to take a written examination? —A. A written examination is not always the only qualification.

Q. It is always customary in the case of other departments?—A. No.

Q. Usually?—A. No.

Q. You do not take the advice of the deputy in that case, and promote a man on the advice of the deputy?—A. Yes.

Q. You take his advice?—A. Yes.

Q. You follow it?—A. Yes.

Q. Does the Commission overrule that advice?—A. The Commission has sometimes other evidence in connection with the matter.

Q. What other evidence do they have?—A. Evidence adduced by the chiefs of the branches in which the candidate has worked.

Q. The evidence from the chiefs of the branches in which the candidate has worked, but the deputy may pass on the qualifications of this man and recommend so and so as the best man for the promotion, and yet you in some cases overrule the deputy minister?—A. Yes.

Q. Don't you think the Commissioners are human and are apt to be tinged with partiality in the case of a man—the same as a deputy?—A. I think that is a question that can be asked of the Commissioners.

Q. But you are the chief examiner?—A. I do not think I should be called upon to express an opinion on the possible partiality of the Commissioners.

By Mr. Brown:

Q. These promotions that Mr. Martell speaks of were made at your instance?—A. No, I think not.

Q. Who would promote that man from junior to senior examiner?—A. The Commissioners.

Q. In this case; the Commissioners decided that an examination was not necessary for promotion?—A. Yes, I think that is a fact.

The CHAIRMAN: In that case we cannot question Mr. Bland on that point.

Mr. MARTELL: I want to ask Mr. Bland who is regarded as an expert, being there for years and years—it is a case of opinion evidence—if this was not a direct violation of the policy in so far as the Commission could promote their own men without an examination,—

The CHAIRMAN: I do not think it is fair to ask an employee of the Civil Service Commission to give evidence reflecting the opinions of his superiors.

Mr. MARTELL: It is a question of opinion evidence.

The WITNESS: If you have no objection, Mr. Chairman, I have no objection to answering the question.

The CHAIRMAN: The point I think is this: If the Commissioners themselves decided on promoting this man without an examination, they are the ones who should be asked why it was done, and not the witness. I would rather have that question left to those responsible.

Mr. MARTELL: All right, if that is your ruling, I am bound by it.

The CHAIRMAN: Proceed with the questions to Mr. Bland.

By Mr. Shaw:

Q. May I be permitted to ask if the gentleman who secured the position without examination is, in your opinion, the best man for the position?—A. Yes, I am prepared to say that.

By Mr. Martell:

Q. If you are prepared to say that, why is it, when the deputy minister, the most conversant person with the qualifications of the men in his branch, and the different questions of promotion in the branch, should not his word be taken, where you people are like Peter of old, who stay away back to see the end. It seems to me that what is sauce for the goose is not sauce for the gander?—A. I think it was in this case.

Q. You don't always take the recommendation of the deputy minister regarding the promotions?—A. That is always taken into consideration; it is one of the factors of promotion.

Q. The question of consideration is a very vague term. We often get promises of consideration even from members of the Cabinet, but the question is whether we get favourable consideration or not.

Now, there was a case, Mr. Bland, of a man who had failed in his examination for postmaster in London, Ontario? What have you to say about that?—A. I do not recall the case, Mr. Martell.

Q. Did not the Board promote a candidate who failed on the examination held lately in connection with the assistant postmastership of London, Ontario? —A. Not so far as I am aware, Mr. Martell.

Q. Was it not said that a person who failed in connection with the assistant postmastership at London, Ontario, was given a position in the service—I have not got before me the position—over people who had passed higher examinations? —A. I cannot say that some person was not promoted over people who had in some factor received higher ratings, but otherwise I would say not.

Q. When you conduct an examination, Mr. Bland, is it not possible where a man who probably makes 90 per cent in a written examination is overruled and a man who makes 40 per cent in a written examination, eliminating the question of returned soldier preference, is given the position by markings decided on in the opinion of the Commission?—A. You are asking me if I know of such a case?

Q. Yes?—A. No.

Q. Never happens?—A. Not to my knowledge.

Q. Where men who have passed the best written examination have been turned down and overruled for people who passed an inferior examination, and were rated lower?—A. Yes, but that would be only where the written examination was overruled by other factors.

Q. Do not you think that gives occasion for favouritism?—A. No, I do not think it does.

Q. Mr. Bland, the papers sent in to you to be examined; are all those papers directed to the particular person concerned? For instance, supposing an examination was on French and English literature and composition, mathematics and so on: Do all the papers of all the candidates, say on the question of mathematics, go to one examiner, while the papers on English history go to another examiner, and the French to still another examiner?—A. Yes.

Q. Has there ever been any case in the Civil Service Commission where the members of the Commission have come and taken away papers of certain individuals and examined them?—A. Not to my knowledge.

Q. Would you swear that never occurred?—A. Not to my knowledge.

Q. Would you swear that never occurred?—A. I can swear to my knowledge it never occurred.

Q. Would you think, if it did occur, that it would be a fair proposition? Supposing you were examining the English papers, of say twenty applicants, and you had examined nineteen, and the Commission examined the twentieth. Your method of examination might be different—your values of the papers might differ?—A. Yes.

Q. Would that be a fair proposition, if it occurred?—A. No.

By Mr. Carmichael:

Q. Might I ask a question on this same point? Does the examiner know the name of the person who has written the examination, or is doing the examination?—A. No, Mr. Carmichael. The examination paper bears simply the number of the candidate. Everything submitted by the candidate bears his number.

Q. And no examiner knows the name of any person who is being examined? —A. No.

By Mr. Rinfret:

Q. Have you any occasion of confusing the numbers?—A. There might be occasion, but it would generally be caught on account of the protest or request for reconsideration of the candidate who was so confused.

Q. Have you ever had such a request?—A. No, I cannot recall any.

By Mr. Parent:

Q. Every candidate who passes an examination knows his own number? —A. Yes.

Q. So he could divulge his number to anyone he wanted to?—A. Yes.

Q. And be identified as the man who passes the examination?—A. Yes.

Q. So there is not much difference whether you know the name or the number?—A. I don't think that is very liable to happen.

By the Chairman:

Q. Who allots the numbers to the names?—A. They are allotted by the examination branch when the rolls are prepared. The rolls are prepared in alphabetical order and the numbers are allotted, commencing with A, and so on. The candidate writes his name on a slip of paper, and the number that is allotted to him, and on the paper that he writes the examination, he simply puts his number.

Q. Does the man who examines the paper occasionally happen to be the man who allotted the numbers?—A. Never.

Q. Has the man who examines the papers the right of access to that information?—A. Well, the question has never arisen, Mr. Chairman.

Q. If the examiner of the paper wanted to know whose papers had a given number on it, could he find out?—A. I would say that he should not, and if he asked me for it, I would say no.

By Mr. Martell:

Q. But there would be no safeguard to prevent that sort of thing being done?—A. Yes. The examination numbers are kept in the custody of one clerk, and the papers of the candidates themselves are in the custody of the examiner.

Q. Are these men sworn to secrecy?—A. Yes.

By Mr. Rinfret:

Q. Are the papers of every candidate examined by the same man?—A. Not all the papers of the one candidate. They are grouped, as Mr. Martell indicated, by subjects, and all the papers on one subject are examined by one examiner, so there will be a standardization of values.

By Mr. Martell:

Q. Mr. Bland, in all the departments of the Government you will not permit a promotion without what you term competitive examination for promotion? —A. If you give that a fairly wide interpretation, I would say yes.

Q. But in the case of the Civil Service Commission, and this particular man, you did that without going through that formula?—A. No, not precisely; the formula was followed.

Q. That was in the case of one man I mentioned, in the case of this man Thivierge—is that the same?—A. Yes.

Q. It so happened. Was there not a man senior to him who could not get the position, though he was equally or better qualified, and as the result of this man being refused the classification he took a position in another department?—A. I am afraid I do not follow that, Mr. Martell. I might explain that Mr. Thivierge

did not enter the Commission through a competitive examination, he was transferred from another department to it. I do not think it was a case of taking another man's position.

Q. The previous incumbent of this position that Mr. Thivierge holds obtained the position through open competition, was more efficient and was refused the classification of $2,200. He therefore obtained a more remunerative position in another department through open competition, and the man who turned out Thivierge was promoted over the heads of senior employees. Is that a fact?—A. The facts are these, Mr. Hines—

Q. Answer yes or no.—A. I cannot say yes or no, because I cannot agree to all you have said, and I can agree to some of it.

Q. Go ahead.—A. The previous incumbent took, as you say, a competitive examination for another position in another department in order to return west. Originally he had come from British Columbia. He was successful, won out in the competition and secured a position in the other department. After he left, Mr. Thivierge, who had been his junior, who had been assistant in his branch, and previously had been for several years in another department was promoted to the position vacated on this occasion.

Q. By the Civil Service Commission, and senior employees had no opportunity of competing for it in open competition?—A. I do not know of any seniors who were in line for it.

Q. Would not a man be considered in line for it at all if he was a senior? Why should he not have an opportunity of competing for the position?—A. There were no other employees in the Commission who were senior to him in that particular line.

Q. Were there any equally classified?—A. There were some with a similar classification.

Q. Why did not those men with a similar classification have an opportunity of competing in open competition for the position?—A. None of the other male employees in the same classification were in that line of work. They were senior clerks in other branches of the service.

Q. Because a man is in one particular line of work, and is qualified for another line in which there is a vacancy, why should he not be given an opportunity of competing for it if he is in the same classification? Why should he be turned down and refused the right to compete? Is that fair, or is it not?—A. If he is in an entirely different line of work, it is hardly reasonable to suppose that he could perform the duties of the vacant position efficiently.

Q. Do you mean to tell me that in the ordinary run of civil service administration that if a man is in the organization branch and has the same classification, he is not competent to compete for the correspondence vacancy?—A. Ordinarily, he would not be as efficient for that position as a man who had been understudying the work.

Q. We have been told that a man who was an assistant chief engineer was taken in to organize the whole civil service of Canada. You would not expect an engineer to know much about legal principles, yet he was the chief investigator who investigated the competency and qualifications of solicitors. We got that yesterday. I stand corrected, if I am wrong. To my mind, it tends to make a sort of closed corporation when you will not permit a man in one branch to apply for a senior position in another branch when he is qualified. That seems to have occurred here in the case of Mr. Thivierge?—A. I can only say that in my opinion it would be good practice for the Civil Service Commission to select the man for the position who can best fill it.

Q. That is not my question. I may be in the correspondence branch, or I may be a lawyer, and I may be classified as a law clerk. If there is a vacancy in

another branch of the same department for a senior law clerk, why should I be prevented from competing for it?—A. If you are in the same line of work—

Q. My qualifications may be such that I did not have the same line of work, that is in line with my previous experience, but why should I be prevented from competing for anything that is open to competition in my department?—A. I can only say that I do not know of any male employees of the Commission who applied for this position.

Q. In this case, it seems to me that what was done was absolutely irregular and contrary to all the principles which you, or rather the secretary of the Commission and the chief investigators have been enunciating. Where is Mr. Thivierge now?—A. He is in the service of the Commission.

Q. Have you had any discussion with any of your officials, or any of your superior officials, jointly or severally, regarding the evidence that was to be given before this Committee?—A. None.

Q. None whatever?—A. None whatever.

Q. You have never discussed the matter at all?—A. No.

Q. You are prepared to tell me that no member of the Commission or any official of the Commission ever took away the papers of a candidate, examined them and rated them?—A. I am prepared to say that to my knowledge no member of the Commission, or any other person, took away a paper, examined it, or gave it the rating such as you suggest.

Q. You admit that you are a university man, and you may have different methods of marking papers than another man might have. You might mark them for certain things that another man might mark differently?—A. Yes.

Q. Would you call it a satisfactory practice?—A. I would not consider it good examination practice at all.

Mr. MARTELL: That is all I have to ask at present; I may have a few questions later.

By Mr. Shaw:

Q. I would like to have from Mr. Bland a statement of the procedure followed in his branch, so that we can get an idea of how it works out?—A. Can you give me a sample case that you would like explained, or shall I explain the general procedure.

Q. Explain the general procedure and take any special case if you think it will illustrate the matter better.—A. I think I shall divide the work into three groups. In the first place there are the general entrance examinations for the ordinary type of clerkships, for which eligible lists are maintained. Secondly, there are the entrance examinations for special positions; and thirdly, there are promotion examinations. For the general classes, the practice of the Commission is to maintain lists of persons who have qualified by examination for appointment—I mean the general clerical classes in the service, so that when a vacancy occurs and a department requests an appointment, we are able to make one without the delay of holding a further examination. These examinations are generally held twice a year throughout the country. Public notice is given so that any candidates may submit their names. Our endeavour is to make the examinations as practical as possible, to find out who are best qualified to do the particular line of work involved in the position it is proposed to fill. The examinations generally involve in the first place, the candidate's education, training and experience, and secondly, their technical knowledge, for example their knowledge of shorthand and typewriting, their knowledge of book-keeping and so on. When examinations are held the candidates write under numbers and their answer papers are sent into the Commission to be examined by the examiners on the staff. The marks are compiled, and an eligible list is prepared and sub-

mitted to the Commissioners with an explanation of the examination for their approval. The eligible list is approved by the Commissioners and published. That list serves as a basis for making appointments in those classes during the next six months or year. If there are any questions that the members would like to ask me, I shall be glad to answer them.

By Mr. Rinfret:

Q. Who has determined the programme of matters on which the candidates are examined?—A. The Commissioners approve in each case.

Q. Have they the power to change that at any given moment? Suppose, for instance, that you have a position vacant and you wanted to examine a certain number of candidates; could the programme be altered for that particular case?—A. It could be, I think, if the circumstances of the case warranted it.

Q. It can be changed at any time by the examiners?—A. The examination is set with the object of meeting most closely the requirements of the position in question.

Q. In other words, there might be a change in that domain in practically every case that arises?—A. It is more likely to occur in special cases. There is no change in regard to the general classes.

Q. But they have the power to do it?—A. Yes.

By Mr. Martell:

Q. Do you still set papers about the history of ancient Greece, and so on, for candidates for second class clerkships who are supposed to know what four and five come to?—A. Not now.

By Mr. Parent:

Q. Supposing a vacancy occurs in the inside service in Ottawa, and a person who is eligible comes from British Columbia or Nova Scotia. If you want to replace that man, do you specially select one from the same province, or do you take them from anywhere at all?—A. We would not select them from the same province. The procedure would be to fill that position by the promotion of a junior, if that is possible, or otherwise the first person on the eligible list would be selected.

By Mr. Martell:

Q. In the case of the Commission, that would be done by competition, and in the case of another department, by overruling the deputy?—A. I do not think I can agree with that.

By Mr. Brown:

Q. In the case of postmasters, where the salary runs from $1,000 to $1,500, is there any examination?—A. Do you mean written examination?

Q. Yes.—A. No.

Q. Nor for the assistants?—A. The assistants in the smaller offices are not generally in the position which you indicate. The postmaster is generally the only man paid from revenue, and he pays his assistants.

By the Chairman:

Q. I desire to ask you a couple of questions. In considering the qualifications of applicants under examination, is there any change in the form of examination according to the department in which the clerk is going to be employed?—A. No, I should not say that the question of department would make any change. The essential thing is the qualifications required.

Q. Do you set different papers according to the requirements of the work?—A. There is this difference, a postal clerk, for example, would require different qualifications, and there would accordingly be a different examination for clerks in the post office from those set for ordinary clerks.

Q. In general office help, such as stenographers, does the same examination apply?—A. In all departments?

Q. Yes?—A. Yes.

By Mr. Martell:

Q. Suppose that you want a clerk in the master and mates division of the Marine and Fisheries department, would you give that man the same examination as you would give a man competing for a position, say, in the seed branch of the Department of Agriculture?—A. If he required special knowledge along that line of work, that subject should be included.

By the Chairman:

Q. Pardon me, Mr. Martell, I want to finish this point. You say that you have only one form of examination for stenographers?—A. Yes.

Q. Do you take into consideration in appointing stenographers from your list, their previous experience?—A. Yes, that is taken into consideration in the examination itself.

Q. In your records of stenographers who have passed the examination, do you select from that list according to the qualifications required for the position that is open?—A. In the case of stenographers, there is very seldom any reason for selecting other than those first on the list, because the qualifications are usually standardized. Occasionally there may be reason for going further down the list. For instance, a bilingual position may be vacant and the first person on the list may only be able to speak English. In a case of that kind, the only thing to do is to go further down the list and select the first bilingual candidate.

Q. I remarked yesterday that clerks are often in one department where they are not particularly suited, but who might be suited in another department. For instance, a clerk with some previous training in a law office might not necessarily get into a legal department. Is it not somewhat essential for the best working out of the service that the factor of previous experience should be of more importance than the position on the list?—A. I think that is a very important point.

Q. Mr. Martell mentioned the point in another way, during the enquiry yesterday, and I wanted to know whether you took the candidates just in their order on the list, or whether you took into consideration their previous experience?—A. No, in the cases such as you mention, or in cases such as Mr. Martell mentioned, special qualifications are taken into consideration, and should be marked.

Q. They are not now marked?—A. Yes, attention is paid to that now.

Q. In placing the candidate's name on the list, you give the candidates examination rating?—A. Yes.

Q. Do you also mark his qualifications and previous experience?—A. Yes, if there is anything special to indicate that the candidate has had some particular experience that the others did not possess, such as legal experience, marine experience or special experience of some kind.

By Mr. Martell:

Q. Suppose that you advertise 10 sub-division clerkships. You are notified by the Department of Marine, the Department of Public Works, and the Department of Agriculture that they each want two clerks. You advertise the

positions. Is it not your custom to take the first 10 on the list, irrespective of their qualifications? In order to get special qualifications, you would call the position and advertise it as a technical position?—A. It would be advertised specially if the qualifications required were special.

Q. Supposing that a man required for the Marine department has had marine experience and comes twelfth on the list and there are only 10 positions. You might take a man from the prairies who happened to be in the first 10 and put him in the Marine department?—A. In a case of that kind I think the procedure that would be followed would be to advertise that position separately from the others.

Q. As purely technical?—A. And consider that experience as a fundamental qualification.

Q. Is that practice followed?—A. Yes.

Q. Always?—A. As far as we can.

By the Chairman:

Q. In connection with applicants for positions in the civil service, what physical examination is necessary?—A. There is a standard physical examination form. We have a standard form of examination in connection with the physical capacity of the candidates.

Q. As to eyesight?—A. Yes. Of course, in positions of a special character, such as letter carriers, and so on, there are further qualifications that are not necessary in other cases.

By Mr. Parent:

Q. Could you give us the qualifications of a senior clerk-stenographer?—A. You mean the qualifications set out in the classification.

Q. Yes?—A. I shall be glad to get that for you.

By Mr. Martell:

Q. In the case of a stenographer who has had a great many years legal experience, do you give that stenographer an additional qualification to that given to one who has never had a high school examination, but who has been crammed up in some school here?—A. A person in that category has generally no difficulty in competing for positions as law clerk-stenographers.

Q. Sometimes persons who are good stenographers come up against those who are crammed in the schools and who seem to get the civil service papers for a number of years and cram themselves for the next examination?—A. Not so much now as formerly.

Q. But it does obtain? I have had several stenographers sent to me as law stenographers, who did not know the first principles of law, and who could not even punctuate or spell?—A. That must have been some time ago.

Q. And it is the same thing now if you get them like we get around the House of Commons.

Q. Who decides whether a certain person ought to be classified as a junior clerk or a senior?—A. The Commissioners decide on that on the recommendation of the organization branch.

Q. For instance, if there is a person located in the city of Quebec, who will go to verify whether that person ought to be appointed as a senior clerk-stenographer?—A. I do not want to keep back any information, but that is really a question that Mr. Putman can answer better than I can.

Q. Have you anything to do with the rating of positions?—A. The rating of positions?

Mr. Martell: I think Mr. Bland is more capable of answering that question than Mr. Putman; he has longer experience in the service.

The WITNESS: I have no objection to answering, but I thought Mr. Putman could better give you the information.

The CHAIRMAN: If you can, Mr. Bland, you might give us that information.

The WITNESS: In the case of the position in Quebec, the classification would largely depend on the report of the departmental officer at Quebec.

By Mr. Parent:

Q. If a case like that happened, where a deputy minister would want a stenographer, say, in the Department of Marine, or the Public Works department, and reported favourably that certain persons ought to be qualified as a senior clerk-stenographer, and you do not go on that report; who is responsible? —A. That is the duty of the Commissioners.

Q. It might be also that the person whom you would send to Quebec to investigate a case like that would not be qualified to pass judgment on that person?

Mr. MARTELL: That is my argument exactly, about the investigators; they investigate lawyers, and there is not a lawyer amongst them.

By Mr. Parent:

Q. Have any cases of that sort been brought to your attention?—A. It would not be brought to my attention, because that phase of the matter does not come within my jurisdiction.

Q. So personally, you do not know anything about that?—A. I am only giving you the opinion that I have.

By the Chairman:

Q. Mr. Bland, will you explain to the Committee the extent to which the examination branch makes use of special examiners?—A. Yes, Mr. Chairman.

Q. Either voluntarily or for a consideration, and if for a consideration, at what rate?—A. Yes, Mr. Chairman. The policy of the Commission has been whenever possible to have the examination paper prepared by the examining staff, but as Mr. Martell has pointed out, in some cases that cannot be done, because we have not got the technically trained men to prepare the examination papers, and to employ these men would enormously increase the expenditure. So where we cannot prepare the papers ourselves, we go to the department and get suggestions as to the qualifications and requirements, and the questions which should be asked. If we cannot get that from the department, we quite often get outsiders who are recognized experts in the field for which the candidates are taking the examination, and I may say that in the past they have been very generous in giving us assistance gratuitously. Does that answer your question, Mr. Chairman?

Q. I would like you to enlarge on that and explain the different branches, and the class of men you consult.

Mr. FORAN: Are you referring to what we call the "Advisory Board"? (To Mr. Bland) You might take the case there that we just completed to-day, that case of the dairy produce graders. That will illustrate the point.

The WITNESS: This case was just finished to-day. It is the case of a number of dairy produce graders required for work in the Department of Agriculture. The fact that these positions were vacant was advertised throughout Canada, applications were received, and of course our examiners are not experts in agriculture, and we secured the assistance both of the departmental experts in that particular line of work, and also experts from outside. The gentlemen involved in this particular case are Mr. Joseph Burgess, and Mr.

George H. Barr, of the Department of Agriculture; Mr. Elie Bourbeau, general inspector of dairy produce, of the Department of Agriculture of the Province of Quebec, and Mr. L. A. Zufelt, Superintendent of the Eastern dairy school of Kingston. These gentlemen came to Ottawa and sat in with representatives of the department, and a representative of the Commission, the applications were placed before them, and copies of the advertisement showing the qualifications required, and they gave a comparative numerical rating to the applicants for the position. There were ten positions, and these ratings were then assembled and an eligible list was compiled showing the persons who had received the highest ratings from this board, at the top of the list. The representative of the department sat in with the board, so that matters could be clearly explained to the outside men. These men knew the work thoroughly, and could give expert advice, and the Commission examiners sat in to see that a standard procedure was followed, and a fair and square rating was given on an equitable basis.

Q. Would you mind explaining the procedure in the appointment of legal advisors?—A. I might take a sample case, Mr. Chairman, for that particular position also. The last legal position for which we held a competitive examination, was that of junior legal advisor in the Department of Justice, a salary of $2,520 to $3,120. I can file the list of the duties and qualifications if required. This examination was advertised in the same way throughout Canada, and applications were received from ten returned soldiers, and nineteen other applicants. The applicants were located from New Westminster in the west to Halifax in the east. The examination branch has on its staff one gentleman who is a lawyer, Mr. Kemmis—

By Mr. Martell:

Q. What salary is Mr. Kemmis getting?—A. His salary range is from $2,400 to $2,640.

Q. Do you think a lawyer who would take from $2,400 to $2,640 is fit to pass upon the qualifications of other lawyers?—A. If you will allow me to continue—

Mr. MARTELL: I beg your pardon.

The WITNESS: I will explain how the board was made up. The board consisted of the Honourable L. A. Audette, Judge of the Exchequer Court, and Lieut.-Col. O. M. Biggar, Chief Electoral Officer, neither of whose reputations I think can be seriously impugned for legal advice. This board considered the qualifications of the applicants, and went over the examination papers and selected the three candidates whom they considered qualified, and then these three candidates were called before this board, who sat the second time, and recommended the one whom they thought was best fitted. That recommendation was approved by the Commission, and the appointment was made.

By Mr. Martell:

Q. That was the duty of that examining board?—A. Yes.

Q. Who are the three men selected?—A. I will have to get the three names. I have not them with me.

Q. Give me the list of all those names and the number of years at the bar. —A. Yes, I will do that.

By Mr. Shaw:

Q. Surely you do not dispute the judgment of Judge Audette and Col. Biggar.

Mr. MARTELL: I do, to some extent. I do not think that Judge Audette and Col. Biggar are competent to pass judgment on the qualifications of a Marine lawyer.

The CHAIRMAN: Mr. Chevrier, we have been having Mr. Bland explain appointments where outside examiners were called in. Have you any other type of position here in Ottawa you would like to have information on, as to how the board was assisted by outside advice?

Mr. CHEVRIER: No. I was very much interested in finding out, though, that outside help was secured.

By the Chairman:

Q. Will you explain that, Mr. Bland?—A. The advisory examining boards, Mr. Chevrier?

By Mr. Chevrier:

Q. Yes.—A. The object we have in view of selecting the advisory board, is, first of all, to find men who know the actual qualifications involved in the position, men who are experts; the second thing is to get men who will help us with the work, and the third to get it done as quickly as possible. I can give you a list of these whom we have been fortunate enough to secure.

Q. Does that appear in the annual report?—A. Yes.

Q. And yourselves are the judges of those whom you would select?—A. Yes, the Commissioners.

Q. Have you answered the question in regard to advisory boards?—A. That covers my original notation.

By Mr. Martell:

Q. How would you select a position. Supposing you had a job in the civil service where you wanted a doctor?—A. We have followed a somewhat similar procedure. When applications have been received for a position for physician, we have endeavoured to convene a board of recognized experts in the particular field of surgery or medicine or whatever it may be.

Q. Where do you get those men? Supposing an examination is held for the position of general physician, and a physician from the Province of Nova Scotia would apply, a physician from Ontario, a physician from Quebec, and a physician from the Northwest Territory, and so on, where the standards of education may be different, their qualifications, and practice may be different. From where do you—say you have applications from all these provinces—where do you draw your examining board?—A. I admit, Mr. Martell, if you have them scattered that way it is a much more difficult matter, because we have to get men on the board who are acquainted with the qualifications in the localities where the candidates are living.

Q. You will have to admit when it comes to the selection of a professional man that the Civil Service is not really 100 per cent efficient in selecting that man —it cannot be done.—A. We are trying to bring it as close to one hundred per cent efficiency as we can.

Q. But you cannot do it?—A. I think we have made a fair attempt at it.

Q. I do not think you have. Professional men with qualifications that are peculiar, particularly in Canada, where you have these different barrister societies, different medical societies, different engineering societies,—it is pretty hard to grade them.—A. It is rather difficult.

Mr. MCBRIDE: But would Mr. Martell suggest who should select those people, if not the civil service?

Mr. MARTELL: I would say the minister should get the best possible man for his department, and put him in there.

Mr. SHAW: That is what we are trying to get away from.

Mr. MARTELL: No. The Civil Service might put a Northwest lawyer in a Marine job.

APPENDIX No. 5

By Mr. Shaw:

Q. Is there any difference between the general qualifications of a physician in western Canada and in eastern Canada?—A. That is a question I could not answer, I would have to ask a man whom I would call a typical member of our advisory board to answer that question. I think he could answer it very effectively.

Mr. SHAW: I would suggest that the qualifications are reasonably substantially the same throughout.

The CHAIRMAIN: I would say, not by way of answering your question, but by way of expressing an opinion, that would only be a matter of the standard of the various unversities through which they passed, and they are all fairly well standarized.

Mr. SHAW: Yes, that is all there is to it.

By Mr. Martell:

Q. How much do you think a northwest Canadian lawyer knows about the shipping law?

Mr. SHAW: The shipping law is the same in Vancouver as it is in Nova Scotia.

Mr. MARTELL: I always regarded a man expert in shipping law as being an expert in a special line of his profession.

By Mr. Chevrier:

Q. May I ask this? When you say you are doing your utmost, you mean you are doing the best you can under the existing law?—A. Yes.

Q. I agree with you, but are you prepared to say if the law was otherwise it would not be just as well, if not better?—A. I think it is for the Committee to state whether or not there is a better way.

Q. I quite agree with you. You say you are trying to do the best you can under existing conditions? Are you prepared to say that if the law were changed you would not get as good results, or you would get better results, or worse results?—A. I cannot answer that, Mr. Chevrier, unless I know what the changes in the law would be.

Q. Supposing instead of naming these men in the way in which you say they are named now, it was left to the discretion of the deputy ministers to select the men that they want for these particular positions. Would that be a change for the better, or would that be a change for the worse?—A. That is a question I think the deputies can answer better than I can, because they know what they have had in the past, and they know what they are getting to-day.

Q. Do you say you have no opinion, or have you an opinion and will not give it?—A. I have a very strong opinion.

Q. Do you refuse to give that opinion?—A. No.

Q. Well, will you give it to me?—A. I think we are getting good men under present conditions, and I think that is demonstrated by the fact that the deputies are glad to get the men we send to them.

Q. I am not quarreling with you on that. Will you tell me whether you are getting better or worse results?—A. I think we are getting better results under the present system.

Q. You think you are getting better results now?—A. Yes.

Q. Your reason for that?—A. My acquaintance with the type of men that we are getting in, and from the reports we get from the departments.

Q. As compared to the type of men— A. (interposing) of course, I am only going on what I have heard and what I have seen, because since I have been in, this has been the system more or less, and that is why my opinion I think

should really not be asked. You should, I think, ask the men who really know the former type of men as compared to those they are getting at present.

Q. Then, be as frank with me as I am trying to be with you. You have no opinion?—A. I have an opinion, and I think you have an opinion too, Mr. Chevrier.

Q. I would not be afraid to give you mine.—A. I have given you mine, that I think the present conditions are far better.

Q. And the reasons are what?—A. It would take me a long time to tell you that.

Q. I am willing to stay here all night. You will not give them to me?—A. I do not want to refuse to give them to you. I think the competitive system brings a better class of applicants than any other system. That has been found to be the case in every other country in which it has been tried. I think competition gets better applicants, and I think the greater the competition the higher the type of men we will get for the service.

Q. Now, the other day I asked a question off Mr. Foran, and he said you would be the best man to answer it. Are the departments always represented on these examining boards?—A. Not upon all examining boards. For example, in the general entrance examinations, Mr. Chevrier, for what we call the lower types, clerks, messengers, stenographers and so on,—there is no representation.

Q. In what classes are they represented?—A. Wherever it is felt that the knowledge of the examiner must be supplemented by the knowledge of the department.

Q. On what occasions are those?—A. Special boards for special positions and promotion positions.

Q. In all cases, then, the department has a representative on the board?—A. The board, of course, does not always function. It only functions in certain cases. I think I can answer your question. You mean the department is consulted in these cases?

Q. Yes.—A. Yes, it is.

Q. In what classes?—A. In all classes in which the examiner feels he must get further assistance from the departmental officials.

Q. We do not want to quibble— A. No, and I do not want to quibble with you, Mr. Chevrier.

Q. Give me an instance where the examiner felt he must get the help of a departmental representative.—A. I would say, for example, dairy produce graders.

Q. Then, in the case of an examination for dairy produce graders, the board consists first of a departmental official, an examiner of the department, and then these two—or are there three?—A. No, this particular case I quoted this afternoon had two representatives from the department and two outside men.

Q. And has a departmental official the right to vote?—A. Yes.

Q. Can you say how often his recommendations have been followed?—A. I should say in practically all cases.

Q. In practically all cases?—A. I am talking now of boards; I am not talking of promotions.

Q. In practically every instance where a representative of the department has sat, his recommendation has been agreed to?—A. Well, could I explain that a little?

Q. Certainly.—A. In the case of the advisory board, it is not so much the practice of the advisory board, to recommend a certain person for a position as it is to rate the applicants for the position on a comparitive basis, and in that rating the departmental official concurs.

Q. He rates them?—A. Yes.

Q. How far does his rating go?—A. As a member of the board.

Q. Is it listened to?—A. Quite so.

Q. Is it over-ruled?—A. I think you could say it was not over-ruled more than any other member of the board.

Q. But the other men have no personal knowledge of the requirements of the position for which the candidate is applying.—A. That is why the departmental representative is there.

Q. And then his own rating, based on his own personal and intimate knowledge of the conditions under which the applicant is to labour are voted down? —A. No, I do not think they are voted down.

Q. Is it fifty-fifty—A. No., far better than that. I can say this: the departments have co-operated most heartily in this thing, and they give us a rating that is merged with those of the Commission men, and the outside men, and we get a fair, square rating, composed of all three.

Q. Am I fair in saying that 75 per cent of the ratings of the departmental officials are recognized?—A. I think I can say that in 75 or 80 per cent of the cases, the man whom the departmental official considers the best man, is the man who gets the position. Of course, in all these things you must bear under consideration the returned soldier preference.

Q. I am not quarrelling with you there, but you say in 75 or 80 per cent of the cases the man the department wants is obtained for the department?—A. No, I do not say the man the department wants. I say the man the departmental representative considers by rating to be the best man is in a large majority of cases the man who ultimately receives the position.

Q. If that is so, in 75 or 80 per cent of the cases, that his recommendation is listened to,—and this is what I cannot understand—why have all this red tape and rigamarole of going through the Commission? If what you say is true, why not let the department do just as you say now—A. (interposing) I do not think I made this very clear, Mr. Chevrier. The departmental representative does not say "this is the man the department wants," he assists in rating the man, and the rating he gives is merged with the other ratings, and the man who rates highest is the man selected.

Q. To my mind this is all rigamarole, and superfluous procedure and red tape. The same result would be achieved if that man gave his rating—

By Mr. Rinfret:

Q. Is the recommendation of your board imperative with the Commission? —A. No, Mr. Rinfret.

Q. What I mean is, would the Commissioners use a man who is not on the top of the list after an examination?—A. The examination branch simply submits this list as it is, consisting of candidates placed in proper order of merit, to the Commissioners.

Q. Do the Commissioners have to choose the first man on the list?—A. The Commission have the list submitted to them for consideration and approval, and they can disapprove it and ask for another.

Q. But do the Commissioners have to choose the first man on the list?— A. The law requires that the first man on the list be appointed.

Q. Do they do it?—A. Yes.

Q. To your knowledge?—A. Yes.

Q. In every case?—A. Yes.

Mr. RINFRET: That is a question that might be put to them.

Mr. MARTELL: The Commission makes the list.

Mr. RINFRET: How is that done? Does the board of examiners send a list all prepared, one, two and three, and so forth?—A. Yes.

Q. That is the way it is done?—A. That is the way it is done.

By Mr. Martell:

Q. Would the Commission accept that list?—A. Yes.

By Mr. Rinfret:

Q. Is that merged with previous lists?—A. There would not be a previous list in the case of a special position, but in the case of the lower grades, it is not merged. The last list is used up before this list is started, in order of priority.

Q. So, in your opinion, the results obtained by your board are imperative by the Commission?—A. Once they have approved the eligible list, it is incumbent—

Q. What does that mean: "Once they have been approved by the Commission"?—A. Whether or not they decide that list has been fairly and squarely prepared.

Q. In other words, they are at liberty to approve the list or disapprove it?—A. Yes.

Q. Then it is not imperative?—A. The only thing imperative is the assignment of the first man when the list has been approved?

Q. Do they ever approve a list, and then the next day disapprove it, and ask for another list, until they get the list they expect?—A. I do not know of any cases of that kind.

Q. What would stop them?—A. They must be satisfied with the lists they get, or otherwise the list would be disapproved.

Q. If they disapprove the list, what will take place? Then you have to prepare another list?—A. No. Then the Commission might declare another form of examination would have to be used.

Q. In other words, they can reach the kind of examination they want? They do not have to accept your decision at all?—A. I do not think they are compelled to accept the decision of one of their branches.

Q. They do not have to accept your decision?—A. No.

By Mr. Martell:

Q. In other words, they would take this list as submitted by the examiners or the examining board, and re-arrange applicants, if they so desire? That is, they have the power to do it?—A. I think it is within the power of the Commission to set up any list, which in their opinion seemed best.

Mr. FORAN: The Commissioners are supreme.

By Mr. Shaw:

Q. Under the law, the Commissioners have the right to vary the order of the list and to either approve or not approve of that list?—A. Yes.

Q. As a matter of practice, tell us, how many times in your experience did they disapprove a list furnished them by you?—A. I cannot recall any such case.

Mr. BROWN: The possibility of their doing as Mr. Rinfret suggested is very remote?—A. Extremely remote.

By Mr. Rinfret:

Q. But they could do it, under the law?—A. Yes.

By the Chairman:

Q. Yesterday Mr. Foran was being examined on the question of the advisability of the list of the applicants being retained for a great period of time. That matter came under discussion, and Mr. Foran, as I recall, mentioned the age of the list in the United States being less than it is in Canada?—A. Yes.

Q. How long do your lists stay in existence?—A. Under present conditions they have not got any definite regulations limiting the life of the lists, but that has been under consideration, with the idea of limiting the lists to a definite period so that the eligible would be available when called upon.

Q. Would you mind giving the Committee your opinion? Mr. Foran said he would rather have your opinion, I think, than his own, on the best procedure with regard to the age of lists?—A. I think it is desirable, Mr. Chairman, that the lists should not last forever, because the practical result of that in the government service as in ordinary business service is if a list lives forever, you have two or three persons whom you call on for positions, and when assigned, they do not turn up, and the department have to wait for help.

Q. Do you think the Act should be improved pertaining to the length of life of a list?—A. Yes, I think that improvement might very well be considered, and an improvement could be made in setting a definite limit. There are, however, certain cases where a list should be kept.

Q. Do the Commissioners approve of that? Has it been a matter of discussion amongst themselves?—A. I think Mr. Foran can answer that better than I can.

Mr. FORAN: Yes, the Commission looks favourably upon that suggestion.

THE CHAIRMAN: What I am trying to bring before the Committee on matters of this kind where undoubtedly the law can be improved, and where the Committee can be shown that, by you, to their own satisfaction, is that these improvements might be incorporated in the recommendations of the Committee to the House for changes in the Act. You would suggest that is a point that might be taken under discussion by the Committee?—A. Yes.

By Mr. Chevrier:

Q. Suppose I put this case to you: You recall that last year there was a museum helper that was to be appointed early in January. I think the vacancy occurred in December. The position was advertised. $960 salary, I think, and as a result of that, if my recollection serves me right, there must have been ninety to one hundred applications for that position in Ottawa, from Vancouver to Halifax. Examinations were held at various points to find out the best fitted man for the position. Have you any idea of the cost of that—for the holding of those examinations?—A. No, I cannot give you an estimate, but I can easily get it.

Q. Do you think that is a proper system of holding these examinations all over Canada for the selection of a museum helper, at a salary of $960?—A. No, I do not.

Q. Do you think the regulations could be altered?—A. I think it is an exhorbitant expenditure for the type of position involved.

Q. Are there any similar cases under the regulations that can be honestly and sincerely fixed up like that?—A. I think there are.

Q. I am quite prepared to take your opinion—probably not today but when you are recalled, I would be grateful if you would let the Committee have suggestions as to where these improvements might be made, will you do that?—A. I will be very glad to do that, Mr. Chevrier.

Q. By the way, these questions on the advisory board. I think we have the information that I asked for, but I am sorry it is very scant. Questions were not clear, but, for instance No. 2: "How often have they sat in Ottawa since 1918?" I would like to get the name of the gentlemen who composed these boards on each occasion, and when they sat. For instance, you have given a case where Mr. Justice Audette and Colonel Biggar sat for the purpose of selecting one lawyer. I would like to get the number of times they sat with the personnel each time and whether the recommendation was followed?—A. If you can give us a little time, for it is a big task.

Mr. SHAW: Yes, it is quite lengthy.

Mr. FORAN: Do you mean all the advisory boards or just those on which legal officers were appointed?

Mr. CHEVRIER: I understand that advisory boards are not appointed to select charwomen; they are appointed to select for higher positions, professional or technical officials.

Mr. FORAN: I thought you were referring to legal positions.

Mr. CHEVRIER: Not particularly; I was referring to cases where any technical or professional appointment was to be made in the city of Ottawa.

By the Chairman:

Q. In compiling information in accordance with Mr. Chevrier's previous request, would it be possible to compile it in such a way as to show the Committee the cost of making typical appointments?—A. Yes, I think I could do that.

Q. The purpose of the Committee, as I understand it, is to assist in recommending economies as well as improvements, and I would like if you could show the cost of making appointments in typical cases.—A. I had prepared a statement showing the cost of those advisory boards, the cost of the system for the last two years.

By Mr. Martell:

Q. I asked you the other day for a list of lawyers who were made nominees to the advisory boards, and the salaries paid, and how they are classified. You are getting that?—A. I think that is ready now, Mr. Martell. You have not received it?

Q. No, I moved in the House for a return some time ago.—A. It has been prepared, because I have seen it.

By Mr. Shaw:

Q. I suppose there is a fee charged to applicants for examination?—A. Yes, where there is a written examination. I find that I have not that paper giving the cost of the examinations with me, but the year before last, the total cost, if I can recall the figures, was less than $3,000. Last year, if I can recall the figures correctly, it was less than one half of that.

By the Chairman:

Q. That is the advisory boards?—A. I can get the general cost of the examinations. I thought I had it.

By Mr. Shaw:

Q. Perhaps you can give at the same time the revenues to show the fees received. I think we should have that.—A. Yes.

By the Chairman:

Q. The position which Mr. Chevrier takes is that in the case he mentioned where they wanted a new assistant for the Museum, there would be no fees.

Mr. CHEVRIER: No fees, but there would be the usual expenditure.

By Mr. Martell:

Q. Do you use university professors now?—A. Not as much as before. We have not the old second division examinations in which we used them so extensively. We use them now in the special examinations for technical positions.

Mr. MARTELL: Later on, Mr. Chairman, I would like to call the officials who are under Mr. Bland. There are two questions that I want to direct to them. That is, I would like to have your examiners in Ottawa called.

Mr. FORAN: You would like to have them called?

Mr. MARTELL: Yes. My examination of them will not take more than a minute.

The CHAIRMAN: Are there any further questions that the members desire to ask in regard to the examination branch?

By Mr. Chevrier:

Q. I have just one more question. Papers are set for examination of office duties? That occurs does it not?—A. Yes.

Q. Who sets those papers?—A. They may be set by the examiners, or we may get them from the department, depending on whether or not we can do it ourselves. In the greater number of cases we do it ourselves, but in special cases, such as post office positions, we have to call in assistance.

Q. What office duties would your examiner know sufficiently about?—A. For instance, shorthand, typewriting, office practice, book-keeping, and so on.

Q. I agree there, but in the case of promotions, if you have to determine what the office duties will be, what procedure do you follow?—A. If it is a case of setting a paper on what we call duties of office, the practice would be for the examiner to consult with the head of the branch in which the vacancy occurs so as to acquaint himself with the duties. If he cannot do it himself, after getting that information, he would get such assistance from the head of the branch as would enable him to do it.

Q. Who would prepare the questions?—A. In some cases it is just a question of which can be done most effectively and economically. In some cases the department would prepare them.

Q. The department would prepare the questions?—A. In some cases.

Q. In some cases the department would prepare the questions?—A. Yes.

Q. That is, an official of the department?—A. They would come to us under the deputy's signature. In the Post Office department they have a man who does that work. His duty is not to do it for us, but they maintain an examination system for sorting mail, and he does other work as well.

Q. I agree with those inferior positions. I am not concerned about them, but in the higher cases you say that one of the officials of the department will set the papers?—A. In the higher cases, a written examination is very infrequent.

Q. But there are cases?—A. Yes.

Q. Let us take those infrequent cases. You say that an official of the department would set the papers?—A. In some cases, yes.

Q. Who would correct them?—A. Quite frequently the same official of the department in those few cases.

Q. Has it ever happened in your knowledge?—A. That an official in the department has set a paper?

Q. Yes?—A. Yes.

Q. Has it ever happened that you have set papers yourself for duties of office in those higher positions?—A. I do not know that I can say that we have set papers for duties of office. We have set papers for promotions, but not for duties of office.

Q. Some time ago in the Interior department, they wanted to promote a man to the lands branch where they have to do with the regulation of homesteads. The Department recommended a certain gentleman, but there was a gentleman from the outside who was competing for the position also. Am I right in assuming that the duties of office in that particular class would mean a knowledge of the homestead regulations and the land law?—A. Yes, in that case a paper of that character would, I think, be reasonable.

Q. Would it be fair to assume that the duties of office in that case would be, for instance, a knowledge of the duties of a homesteader applying for a homestead, fencing and breaking and cropping, keeping a number of cattle, and also a knowledge of homestead regulations?—A. I think I know the case you refer to.

Q. Would that have been a fair examination for the duties of office in that case?—A. If a duties of office paper had been set, yes.

Q. Would you say in all sincerity that it would have been fair to set a paper on the development of aerial navigation, to test the capacity of the gentleman who belonged to the Dominion Lands Branch?—A. That would not be a duties of office paper at all.

Q. Do you think it was fair to set that paper in that way?—A. I think it was, because it was not a duties of office paper at all.

Q. Was it not a fact that the gentleman who got that position already had experience in aerial navigation?—A. I do not know.

Q. Can you dispute it?—A. I cannot without looking it up.

Q. You cannot dispute it; I know it is a fact.

By Mr. Shaw:

Q. What is the story?—A. The story is this: There was vacant a position of senior clerk in one of the branches of the Department of the Interior. A number of the applicants from the branch applied for the promotion. Reports were prepared by the departmental officers in charge, and one man stood at the head of the list with a slightly higher rating, seven marks, I think. But that man had an extremely limited education. That, of course, is nothing against him, but it happened that in this particular position the requirements provided that there should be a high school education. This gentleman did not have that, and in order to ascertain whether he had improved his education sufficiently to come up to the level set by the classification, we asked him and the other candidates to write for us a short essay on the development of land, water and aerial transportation, simply to indicate whether he had gained that education.

By Mr. Chevrier:

Q. Do you think it would have been fair to set as a paper on the duties of office of an official of the Civil Service Commission the writing of an essay upon the history of aerial navigation?—A. I think another paper might have been fairer; I would not quibble about it to that extent. It happened that the gentleman who obtained the highest rating refused to take that paper.

By Mr. Brown:

Q. It was an essay on a general topic?—A. Yes.

By Mr. Chevrier:

Q. Did you say that the gentleman who got the highest rating did not get the position, or would not take the paper?—A. Yes.

Q. So far as the duties of office are concerned, would he not have been the better man?—A. So far as the departmental opinion of his work was concerned, he was the better man by seven marks, I think. The other gentleman who stood highest on the examination secured promotion. The department accepted his promotion and has since recommended him for an increase of salary for satisfactory service.

Q. What has happened once may happen twice?—A. Yes, but if we make a mistake once, we endeavour to prevent it the next time.

Q. If you can give me the number of mistakes you have corrected, I will see how far your sincerity goes.

APPENDIX No. 5

By Mr. Rinfret:

Q. In certain examinations the candidates can choose their own methods? —A. Yes.

Q. How do you make comparisons?—A. That was the old system; it has not been so much in effect lately.

Q. But yet in effect?—A. No, I do not think there have been any cases recently.

Q. It is in the law?—A. That was in the old law.

Q. Do you mean that it has been abrogated?—A. Yes.

Q. Or is it merely not put in practice?—A. The regulations have been changed. That was in the old second division examinations, but that regulation has ceased to be.

Q. I understand that at present there cannot be an examination under that system, but that all candidates have to reply to exactly the same questions?—A. There can be an examination on that system if the Commissioners wish to order it.

Q. But it has not been the practice?—A. There has been this difference. Originally it was ordered that such an examination should be held but that regulation was abrogated, and all that now exists is that the Commission has authority to set the type of examination.

Q. Is this a case where the Commissioners can do what they like?—A. Yes.

Witness retired.

WM. FORAN recalled and further examined.

By the Chairman:

Q. It was your desire to call another of your clerks, the head of the assignment branch, I think?—A. Mr. Bland announced when he took the stand that he had with him the head French examiner, Mr. Baril. He is present this afternoon, and as Mr. Martell thought that Mr. Bland's assistants should be put on the stand, I thought that since Mr. Baril is here he might take the stand and Mr. Martell, Mr. Chevrier, Mr. Parent or Mr. Rinfret could ask him questions.

Witness retired.

J. R. A. BARIL called and sworn.

By Mr. Martell:

Q. You reside in Ottawa?—A. I do.

Q. You are an assistant to Mr. Bland in the Examination Branch of the Civil Service Commission?—A. I am head of the French examiners and French translators.

Q. Have you discussed with any person connected with the Commission, either jointly or severally, or with any officials, whether superior or junior, as to the nature of the evidence you were to give here?—A. No.

Q. In the course of your examination of candidates, have you ever known cases, where the Commissioners or any other person connected with the Civil Service Commission inquired if so and so were a candidate, and took away that man's paper and examined it and made a rating?—A. No.

Q. Where are the other papers which were left with you. You do not know of anything like that having occurred?—A. No.

Q. Would you say it did not occur?—A. I should say it did not occur.

Q. Would you say it did not occur, of your own personal knowledge? You might say "to your own knowledge," but will you say, as a matter of fact, that it did not occur?—A. I thought you were asking me if I thought it did not occur.

Q. Well, do you know that it did not occur?—A. As far as I know, it did not.

Q. But you would not say it did not?—A. No, I cannot.

The CHAIRMAN: Would you like to ask Mr. Baril one question, Mr. Chevrier?

Mr. CHEVRIER: I know how the assignment branch functions. I was going to let some of the other members of the Committee who do not know, ask the questions.

Mr. FORAN: Mr. Baril is the chief French examiner and chief translator.

Mr. CHEVRIER: I have no question to ask him.

Witness discharged.

ARTHUR THIVIERGE called and sworn.

By the Chairman:

Q. Mr. Thivierge, your name is——.—A. Arthur Thivierge.

Q. And your position?—A. I am head of the assignment branch.

Q. Of the Civil Service Commission?—A. Of the Civil Service Commission.

By Mr. Chevrier:

Q. Mr. Thivierge, give us an idea of how your assignment branch works.—A. Well, after the examinations are held, eligible lists are prepared and are sent to the assignment branch in order of merit.

Q. How are the eligible lists prepared?—A. By examinations. Of course, general positions, such as stenographers and clerks, called junior positions—examinations for them used to be held once a year, or sometimes twice a year; for the last two years we probably held one or two, for the simple reason that the different departments are laying off permanent employees, who come back on our list for the first preference, so we really do not need clerks, except possibly stenographers.

Q. You say that the permanent employees who are being released automatically go back on the list?—A. At the top of the list, according to the number of years service they had. If the number of years of permanent service is equal, then the number of temporary years count.

Q. Then how do you make the assignment?—A. Simply in order of merit; in order as they stand on the list. Now, if a requisition comes into us calling for a special qualification, then we send a complete list of the eligibles to the examiner, unless, of course, we have that information already on our eligible lists. For instance, if a candidate wanted, or the employees wanted, has to be a bilingual stenographer, or a law stenographer, all that information we have ourselves, but we do not take upon ourselves to make an appointment. We make a recommendation to the Commissioners, who approve. We do not take it upon ourselves to skip any names.

Q. You then make up a list. If the department wants a clerk, wants a stenographer, you make up a list from your eligibles?—A. Yes, we assign the first candidate on our list first.

Q. You send that in where?—A. I have authority to do that. If I assign the first person on my list, I am all right; I do that on my own initiative, but if the department, for instance, says "we want a man who has so many years in book-keeping," or "we want a stenographer who has got so many years experience in book-keeping," then I submit a list of names all in the order of merit, to the Commissioners, who take the application forms of those candidates and go into the experience these candidates have had.

APPENDIX No. 5

Q. I appreciate your giving me all this information, but we cannot keep that all in our heads. There are two classes of assignments, the ones made by you.—A. Yes.

Q. And the other you have referred to as being special?—A. They are all made by me. I do not skip any names. Before I skip any I must give the Commissioners a reason for it.

Q. Let us take this case. Supposing you get a requisition from the Minister of Justice for a stenographer—he applies to you for a stenographer. What do you do?—A. Well, I take my list—if he does not ask for any special qualifications——.

Q. We are on that—no special qualifications.—A. I assign the party on the list.

Q. You assign the party on the list?—A. Yes.

Q. That clerk's name gets on the list in what way—either by going through an examination——.—A. Yes, either by examination or a lay-off.

Q. Or a lay-off from another department?—A. If that party would be a lay-off, he would have the first preference. If that clerk gets first on the list through a lay-off, you simply assign her without inquiry of anybody of her capacity as a stenographer——.—A. This was done already.

Q. Wait a minute. You take it for granted? Of yourself you do not know? —A. No, but the examination for this was held previously.

Q. Yesterday we said a man might be efficient to-day and not to-morrow.— A. That is the trouble of a lay-off——.

Q. That is what I want you to come to. Occasionally they may be laid off because of being supernumeraries, because there may be too many people, or lay-offs for inefficiency?—A. Not officially.

Q. I quite agree with you, " not officially," but if they are laid off through inefficiency they find their way back on the list?—A. Yes, but if the department has been right in the first place, they would be laid off for inefficiency at the end of six months.

Q. But a man may become inefficient after five years. Well, we will not thrash that out. Somebody has become inefficient after two years, and automatically finds himself back on the list. You, yourself, have no alternative but to send that clerk to the Minister of Justice who in turn—and correct me if I am wrong—might keep that clerk for one day and send him away, and automatically he finds his name put on the list again.—A. In that case, if the department refuses a person, we inquire why they are not taking that person, and submit the reasons to the examiner, in regard to the qualifications of that party, and the examiner prepares a memorandum to the Commissioners, to find out whether that person's name will go back on the list or not. If the person is found not to possess the qualifications required, he or she will not go on the list. We have cases of that kind at the present time.

Q. Where they will not go back on the list?—A. No, because they have not the qualifications.

Q. How long does it take you to do all that?—A. Not very long.

Q. Well, how long, because with the Commission length of time counts for something?—A. To do that, Mr. Chevrier?

Q. To find out all this, and for your examiner to report.—A. I know most all stenographers as a rule—not " most of them," but a good many of them—are on duty before we get the requisitions, because they said they were rushed——

Q. Wait a minute. They are on duty before you get the requisition?—A. Yes.

Q. How do they get there?—A. We get the requisition that they want somebody in a hurry. We always get the requisition, but, of course, I make sure

the deputy minister gets the stenographer temporarily. They may only want her for a week or a month, and they cannot wait two or three days.

Q. The fact is they get them before the requisition gets to you?—A. Sometimes, but they are not appointed before that. The parties take a chance in going there. We cannot guarantee their salaries or certificate until we have the requisition from the department.

Q. I know, and some of the clerks in the civil service know to their own satisfaction and misfortune, but the fact is that it is done.—A. Yes, in some cases, but on my own responsibility. The Commission is not responsible. I am taking a chance to please the department.

Q. You realize you are paid to do your duty, not to take a chance with the deputy minister. Let the deputy minister take a chance. Now, then, in the other classes, where they want a special stenographer, or where they want a special book-keeper, or somebody special, what happens?—A. Well, I immediately prepare a list of all the names I have on the eligible list for that special position, say, a stenographer with a knowledge of book-keeping, and I ask the examination branch to draw all the application forms of those candidates. These application forms give their experience, and I send all these application forms to the examiner to find out whether there is anybody on that list with the qualifications required.

Q. Fine. Now just a minute. On this list the clerk, or the applicant sets out his qualifications?—A. On his application?

Q. Yes.?—A. Yes.

Q. Is that a sworn statement?—A. Yes.

Q. It is supposed to be a sworn statement?—A. It is always; sometimes it does not look like it from the answers, but it is; but they get caught in the end. Very often their age is not given truthfully, but when we collect the evidence, they find out that they have made a mistake.

Q. Do not let us talk about ages, because there may be ladies who will see this. In all cases now, does it call for a sworn statement, or simply a declaration?—A. It is a sworn statement.

Q. In all cases?—A. For examinations, yes.

Q. When somebody puts in an application to the civil service?—A. Yes, it is supposed to be.

Q. You know best, but my recollection is that there are a number of them that simply say " declared," and not " sworn."—A. I never saw any. I may be ignorant of some cases, but I never saw any.

Q. Then you go on that information—the examiners go on that information submitted on these two sheets?—A. On the sworn application.

Q. And then what do they do?—A. They go through the experience of these candidates and generally find a few, and submit——

Q. What does he do to find that out? He has that list before him and they say they worked at such-and-such a place in the last eight years, and have been employed at such-and-such a place, and in this-that-and-the-other capacity. Does he check that up?—A. Yes.

Q. Does he telephone all the names given on the forms?—A. No.

Q. What does he do?—A. In most cases they have letters of reference.

Q. Mr. Thiverge, let me say this, I have had my name on those lists time and time again, and I have never had any inquiry from the Commission. Maybe that was the reason why they did not ask me.—A. As a rule, the experiences that they mention as having acquired on this sworn application are quite correct.

Q. Let me tell you this——A. There may be special cases where they were not, but as a rule they are.

Q. I can give you a case where this sworn statement was not correct, but we will not discuss that. Then your examiner looks through these various qualifications and bases his report of fitness on that statement?—A. His recommendation to the Commission.

Q. Based on that?—A. Yes.

Q. Has he any personal means of checking it up, or does he wholly rely on the information given there?—A. As a rule he does. If he has any doubt, he goes to the foundation and enquires.

Q. Who is the gentlemen who usually does that?—A. For each department there is an examiner assigned. There are five or six.

Q. Give me the names of a couple of them.—A. Mr. Kemmis has the Trade and Commerce, and Justice; Mr. Watson, the Customs, and Mr. Bourbonnais, the Interior Department, and Miss Reid, has the Agriculture; Mr. Nelson, the Public Works—I am sorry to say, for him—, and others, if you want the list.

Q. Therefore, as far as you are concerned, of your own personal knowledge, do you know whether these lists are checked up in the manner in which I have just indicated—to your personal knowledge?—A. What the examiner does when he gets the applications, he prepares matter for the Commissioners to decide, and makes his report to the Commissoners.

Q. You cannot tell me whether he makes a personal investigation into the accuracy of these statements?—A. It is for him to say.

Q. After that he sends that statement, with his recommendation, to the three Commissioners?—A. To the secretary.

Q. Whom do you mean?—A. Mr. Bland or Mr. Foran, for their recommendation, and then it goes to the Commissioners.

Q. What does Mr. Foran do, to your knowledge, do you know? Does he simply initial it or O.K. it?—A. No, sometimes he finds we are wrong and sends it back, but as a rule he recommends the report, and the examiner goes and sees these people—.

Q. That is all right, I think the same thing you think, that Mr. Foran gets this report and he has no personal means of verifying it, but usually relies on the honesty and capability of the examiners.—A. Yes, a great deal.

Q. As far as you know he does not go through the personal examination again?—A. If he did—.

Q. If he did he might find out sometimes that there was something wrong, but he does not. Then it goes to the three Commissioners?—A. One of them. It is supposed to go to two.

Q. And then what do they do?—A. They generally O.K. what the examiner has recommended in that particular case.

Q. Do you know of your own personal knowledge whether at any time the Commissioners have made a personal investigation after Mr. Foran has recommended it?—A. In some cases where there have been complaints, or there have been some representations made to them, they sometimes—I speak from memory. That is my impression, that they sometimes wanted to get down to facts, and when the full facts were not presented to them, these recommendations were not O.K.'d or approved by them.

Q. But you cannot state how often that happened?—A. Not very often.

Q. So that after all, you make up the list, you send it over to the examiner, and the examiner, does something with it which we do not know yet, but we will find from him, then he sends it to Mr. Foran who practically rubber-stamps it, then they send it to the Commissioners who practically rubber-stamp it; how long does that take to get that done?—A. A very, very short time, for positions to be filled from eligible lists which are already established, it takes a very short time, because the departments are rushing us, and they always want their people in a hurry.

Q. Very well. On the eligible list; when you have special qualifications. does it take as short a time as you say it does for the others?—A. It does not take more, although some take more time than others. As a rule it takes half a day or a day.

Q. Let us understand this thoroughly.—A. That is the rule.

Q. You know that it takes very much more, Mr. Thivierge, than a day or two.—A. No, I mean in some cases.

Q. I know some cases where the appointment has been made inside of six hours, and I know others where it has taken ten months.—A. Yes.

Q. How often?—A. The appointments you are referring to, you are referring to appointments from established eligible lists. I mean ordinary clerks or stenographers, where special qualifications are not required; as a rule they require ordinary education.

Q. After you have sent that list down, after the commissioners have O.K.'d it and sent it down to the department for allocation, it would be interesting to know the number of times that you have had occasion to send these clerks down and the number of times these clerks have been refused within six months, by the deputy ministers. Have you any idea as to that?—A. Very, very few; there was one in the Justice Department lately, because the Justice Department claimed that their position was that of a law-clerk-stenographer at $1,020, and an ordinary stenographer was getting only $960.

Q. It is a fact that after going through all this checking, it happens that the inefficient or improper clerk finds his or her way into a department and is repudiated within the period?—A. It might have been so, I do not remember. I do not know of any, but there might have been some.

Q. Try and recollect, now.—A. If there were very many I would remember, but I do not.

Q. First they come to you?—A. They would come to me.

Q. After having been refused?—A. Yes, they would come to me. We are talking of different things, probably. I thought you were referring at first to temporary employees, and it seems to me that you are referring to permanent employees. I cannot say that they are employed within a day or two; I was referring to temporary employees. Before we place a person's name on the list,—that is more serious than temporary employment, because then it is only a question of a day or so before they get another position—but if it comes to a permanent appointment we are very careful, at least I am.

Q. But it is a fact that in the case of a permanent employee it takes a certain length of time before that is done?—A. It does when the department requires special qualifications, but it does not take very long, not from our eligible list.

Q. But the law, as it stands to-day, and your regulations as they are now on your books, enable an inefficient clerk to find his way or her way to a position, after going through all of this. Under the present system that is possible?—A. Everything is possible in this world, but it is not probable. It may be possible, but very improbable.

Q. Now, I do not want to argue, but you have stated so.—A. It might have happened, but there are very few cases at least.

Q. You say that sometimes you skip a name on the list; why do you skip a name?—A. Before I do that the Commissioners have to approve.

Q. I do not understand.—A. If the Interior Department asks for a bilingual stenographer, one with a knowledge of English and French, I cannot assign the first person on the list unless they understand both languages, and if they ask for a French person, and the first one on the list is an English person, I cannot assign them, I have to come to the first French one, and even

before that I have to have the recommendation of the Commissioners, even for temporary employment.

Q. Supposing a deputy minister wanted a clerk with very special qualifications, and he would say that the clerk would have to have a knowledge of Japanese or Chinese, and the 19th clerk on the list that filed an application and said he or she had that knowledge, what would you do?—A. In that case, as I explained before, I would examine all the applications to find out whether some of the candidates ahead of this Japanese man had the qualifications required.

Q. How would you know whether someone ahead of this person had not the necessary qualifications?—A. That is up to the examiner. As a rule he goes into all the applications.

Q. Let us be sincere and draw this to a close. Do you not think that is all unnecessary delay, and a waste of time; do you not think it is, do you not think the same result would be achieved by some very much more simple method?—A. The candidate's interest would not be safeguarded, especially the returned soldier.

Q. I am not talking about that; we will talk about that later, but do you not think, with all sincerity, that there is very much, that there is too much of this red tape and cross-checking and re-checking which, after all, leaves it open to an unsatisfactory result?—A. I cannot see it.

Q. Surely you cannot see it.—A. No, I am sorry, but I cannot, because otherwise if I had the authority to go to work and skip any name on the list, I would be in a very nice position; I would hold a very important position.

Q. I know you hold a very important position.—A. It looks that way, but it is not.

By Mr. Rinfret:

Q. I would like to try and make a point here. I understand that when you have a demand for a certain position, you assign a man, according to your list?—A. Yes, the first on the list.

Q. Then, if there is doubt in your mind, I understand that you send a certain number of applications to the examiners?—A. Yes, that is only in cases where the department sends a letter to the effect that this particular position, although it is classified requires certain special knowledge on some other line.

Q. I would like to say this. I have followed very closely your replies, and I have not been able to find out, so I wish you would follow me. I understand that in certain cases you send to the examiners a certain number of application forms for them to choose between.—A. To find out who has the most experience.

Q. You are doing that? Answer me yes or no, please.—A. He does not choose.

Q. You send a certain number of application forms?—A. Yes.

Q. That would mean that in that case the first man on the list would not get the appointment?—A. No, not if he has not the special qualifications.

Q. Then it also means that the examiners are to decide whether a man who is not first on the list, but according to their own judgment, has some specific qualification and should get the appointment. Do they report that to you?—A. They report that to the Commissioners.

Q. Or, in other words, without going into any other strange field, there are certain cases, likely numerous cases, where the first man on the list is not appointed?—A. Yes, a few cases.

By Mr. McBride:

Q. When these men are not appointed, is it not for certain reasons that they have not the qualifications?—A. Yes, it is only in cases where the depart-

ment is very particular. Most of the time the Commission inquires about these qualifications, and it is only when I am satisfied that the call for special qualifications is serious enough that they are submitted to the examiner.

By Mr. Brown:

Q. You do not include that when you send these lists back to the examiners, some one might have priority over the others?—A. Yes, in order of merit. and the first party on that list who has the qualifications gets the position. That is so even for temporary employment.

Mr. FORAN: Mr. Chairman, the witness has asked me if you would be good enough to allow him to make some explanation with regard to his promotion, which was brought up by Mr. Martell. He may not be on the stand again, and he would like to make his own statements.

The CHAIRMAN: I think it is quite in order. Mr. Martell can read the explanation.

The WITNESS: Mr. Martell, I heard it said that I was promoted in a kind of illegal way. I was first transferred from the Interior department, where I had been for ten years as senior clerk. I passed the second division examination in 1910. I was transferred to the Commission about three years ago at the same salary and the same position. I was assistant to Mr. Hines, who was then chief of the assignment branch. He was getting $1,800 to $2,280. Mr. Hines tried to have a higher classification and failed, so he tried an examination—there was a position advertised in the air service as store keeper. It was somewhat lower than his position at that time, although Mr. Martell said it was higher I may be mistaken, but I think the salary was a lower maximum. He passed the examination, as he was a very clever man, and he was appointed. In the meantime, or quite a while before he had passed the examination, I had passed a principal clerk's examination, which was the position which Mr. Hines had vacated. I was qualified by examination, and I was first on that list for that position. I came out second on that examination, but the first man had been appointed to the organization branch, so I was really the first man for the position, the position of principal clerk which had been vacated by Mr. Hines. When he went I was promoted to the position. I do not believe there was anybody in the Commission senior to me. At all events, I was the only man in line in that branch to be promoted to that position. About the classification of my position, it was not done right after Mr. Hines had left, it was done a year and a half or pretty close to two years after he had left the service. Then, after the new Government came in, there was a great deal more French correspondence in the Commission, and I am acting to a certain extent as French secretary, and these are the circumstances under which I got my promotion at first, and then my classification.

Mr. FORAN: Additional duties?

The WITNESS: Yes, additional duties which were brought about by the change of government, a good deal more French work.

The CHAIRMAN: Any more questions? If not, we will clean up one or two little matters. Mr. Foran wanted to explain something to the Committee. I think we might take that up now.

Mr. FORAN: I think there are a number of questions Mr. Hughes would like to ask, and perhaps it might take up a little more time than you are prepared to spend this afternoon.

The CHAIRMAN: Then we will take it up to-morrow.

Mr. FORAN: Before you adjourn, Mr. Martell asked me the question if I had spoken to any of my staff with regard to the nature of the evidence they were

to give. My reply was in the negative. I want to take this opportunity of repeating that. I have never consulted with any member of my staff as to the evidence they were to give before this Committee. As a matter of fact, Mr. Baril and Mr. Thivierge were told that as I was coming up here they had better come along in case they would be called upon. Mr. Patching was called on unexpectedly; Mr. Bland and Mr. Putman never consulted me as to what they were to say, or anything like that. As far as the Commissioners are concerned, I do not think they have reached any agreement as to what lines they are going to take, or whether they are going to take any line at all, so there has been absolutely no rehearsing on the part of any one. We are here to give you the fullest possible information, and we hope that when we get through we will have done our work to your satisfaction.

The Committee adjourned until 10 a.m. March 22, 1923.

THURSDAY, March 22, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 o'clock a.m., the Chairman, Mr. Malcolm, presiding.

Hon. Mr. MARCIL: Before we proceed with the hearing of witnesses, for the purpose of expediting the work of the Committee, I would like to move the following:—

> "That Messieurs Chevrier, Rinfret, Copp, Simpson, Brown and Shaw be a sub-Committee to assist the Chairman of the Committee in disposing of correspondence, returns, and other papers submitted, and also to assist in the matter of selecting witnesses as well as the general management of the Committee."

Motion agreed to.

The CHAIRMAN: Gentlemen, Mr. Foran will proceed to give some information which he has compiled as the result of previous questions.

WM. FORAN: Recalled and further examined.

WITNESS: At the conclusion of yesterday's proceedings, Mr. Martell asked that all the examiners of the Commission be brought here, as he wanted to swear them and ask them a question or two. The full staff is here this morning, and I hope that Mr. Martell will be here shortly, as I would like to relieve them from attendance as soon as possible as they are required at the Commission. In the meantime, until Mr. Martell arrives, we may proceed with the questions which Mr. Hughes asked with regard to the Soldier Settlement Board, Soldiers' Civil Re-establishment, and the Board of Pension Commissioners. A question was asked by him as to the number of employees and the total amount of salaries paid in these departments.

By Mr. Hughes:

Q. The first question I asked was this, when were those departments, or branches of departments organized?—A. I have not complete data with reference to these departments, I understand that the deputy minister will probably be called as a witness, and he will be able to give you more details.

Q. Can you give us the date of organization?—A. The Soldier Settlement Board was established in 1918, the Soldiers' Civil Re-establishment was organized first, as the Hospitals Commission, and was subsequently changed to the Department of Soldiers' Civil Re-establishment in 1918, but the exact dates I am unable to give. You can get more detailed information from the deputy minister when he appears before you.

Q. It was after the Civil Service Act of 1918?—A. The Soldier Settlement Board was established after the passage of the 1918 Act. The Soldiers' Civil Re-establishment was a comparatively small department before the Act was passed, and, as I said, was formerly known as the Hospitals Commission.

Q. Then it became the Soldiers' Civil Re-establishment? That was after the passing of the present Civil Service Act, was it?—A. About the time the Act was passed, yes. The statement, which I have in my hand, shows:—

Soldier Settlement Board

No. of Employees	Salaries
March 31, 1918, 13	$ 1,720 44
March 31, 1919, 186	102,291 72
March 31, 1920, 1,552	1,269,459 84
March 31, 1921, 1,082	1,935,372 50
March 31, 1922, 771	1,205,600 00
Dec. 31, 1923, 692	1,093,380 00

Soldiers' Civil Re-establishment

March 31, 1918, 4,146	$2,070,724 65
March 31, 1919, 3,891	2,632,329 16
March 31, 1920, 8,791	9,501,988 70
March 31, 1921, 5,453	9,402,320 39
March 31, 1922, 4,606	6,948,616 51
March 31, 1923 3,600	5,400,648 61

Board of Pension Commissioners

March 31, 1922, 25	62,200 36
Dec. 31, 1923, 26	48,004 28

Income Tax Branch

November, 1921, 362 (Ottawa only).
March 22, 1923, approximately 1,400 employees, including Ottawa.

By Mr. Hughes:

Q. Four hundred and fourteen hundred?—A. No, the fourteen hundred will include the four hundred in Ottawa.

By Mr. Drummond:

Q. Have you the number of employees in the different branches outside of Ottawa?—A. In the Income Tax?

Q. Yes.—A. I can get that information for you.

By Hon. Mr. Marcil:

Q. Have you the cost of the service for the Income Tax?—A. The administration of both acts as above is $2,200,000.—that was last year's salary payment.

Q. An increase over the preceding year?—A. There is a large increase from year to year. The staff is constantly increasing.

By the Chairman:

Q. That is the Soldiers' Civil Re-establishment?—A. No, Income Tax department.

Mr. HUGHES: May I be permitted to conduct the examination until I have finished. I appreciate the questions that the members are asking, but I think it interferes with the work.

The WITNESS: Mr. Hughes, have you any objection to the examiners being sworn, and questioned by Mr. Martell? Then we can continue.

Mr. HUGHES: No, I have no objection to anything that will facilitate the work.

The CHAIRMAN: I pointed that out to the Committee and I think that should not be a matter of complaint; it is a matter of common courtesy to allow one member to continue his examination.

There are some members of the examining staff which Mr. Foran has arranged to be here. Mr. Martell wants to swear them and ask a question. The members are here, Mr. Martell, and we can call them now.

Mr. MARTELL: My sole object in regard to this matter, as I explained to Mr. Foran yesterday—I am not antagonistic to Mr. Foran or any member of the staff, but there is a rumour that has been brought to my attention and I want to give you (indicating Mr. Foran) a chance to clear it up, in fairness to yourselves.

The WITNESS: Mr. Martell, it was quite agreeable to us to meet your wishes.

Miss RUTH M. WALKER, Miss MORA GUTHRIE, Miss JEAN REID, Mr. J. WILFRID BOURBONNAIS, Mr. CHARLES GARRET, Mr. ARTHUR KEMMIS, Mr. ROBERT MORGAN, Mr. J. LEO BOUCHARD, Mr. HUGH R. MCNAUGHTON, Mr. STANLEY G. NELSON, AND WILLIAM S. WATSON, were called to be sworn.

By Mr. MARTELL: (To Miss Walker.)

Q. You are Miss Walker, are you?—A. Yes.

Q. What is your position in the Civil Service in connection with the Civil Service Commission? That is you are an examiner, are you?—A. Yes.

Q. In what branch of the work?—A. You mean what does my work consist of?

Q. No, I don't want long details, but just briefly. You are an examiner?—A. Yes.

Q. What papers do you examine?—A. I have assisted in the preparation for tests in the clerical department.

Q. Do you examine these papers?—A. Yes.

Q. You examine them all the time yourself?—A. A good many of them.

By Hon. Mr. Copp:

Q. What do you mean by "a great many of them?"—A. I examine the papers which I set.

By Mr. Martell:

Q. Do you know of any occasion of any papers being taken by any other person than yourself from you, or by any member of the Commission, and examined, that should have been done by you?—A. The only time in which any paper is handled by another examiner is when one examiner wishes to consult another examiner in connection with the marking of that paper.

Q. Do they ever examine those papers separately?—A. No.

Q. Were you ever approached by any person who asked you if so and so—I am not giving any names—was a candidate, and you replied "Yes" or words to that effect, and the member of the Commission, or some higher official then took this particular paper and examined it, without examining any of the other papers?—A. No.

Mr. MARTELL: That is all.

The witness discharged.

(Miss Jean Reid)

By Mr. Martell:

Q. You are engaged in the examination branch?—A. Yes, Mr. Martell.

Q. Do not think I am trying to be rough. I have an unfortunate manner, probably in asking my questions, but that is not through a settled badness of heart; it is simply through having an unfortunate manner, but I want to be courteous. I want to ask you this question. What is your particular work? I do not want you to elaborate on it.—A. I am assistant to Mr. Bourbonnais, the senior examiner. I assist him in connection with this work. You mean the papers I set—

Q. Have you ever been interfered with?—A. No.

Q. You heard the questions I directed to Miss Walker. What have you to say?—A. I have had no experience of anything of that kind at all.

By Mr. Chevrier:

Q. Do you set any papers?—A. I do.

Q. What papers do you set?—A. I set some papers in connection with library work, and in connection with Italian.

Q. What is the nature of that library work?—A. I have had some experience in library work before coming into the Commission. On one occasion when there was a departmental librarian to be appointed, I prepared the papers in connection with the work that would test out the candidate's knowledge of library work.

Q. What number of exanimations have you set for the librarian work?—A. One.

Q. Since you have been there?—A. Yes.

Q. How many years?—A. I have been there exactly two years now.

Q. Do you do any other work than that?—A. I have worked in connection with local competitions, but there are no written papers in connection with those I had.

The witness discharged.

(Miss Mora Guthrie)

By Mr. Martell:

Q. You have heard the questions I asked of the two previous witnesses. What have you to say in regard to it?—A. No papers that I have ever set have been seen by anyone but the printer and myself.

Q. By whom?—A. By the printer. They are handed directly to the government printer.

Q. And handed back to you?—A. Yes.

Q. How can you say that no person but the printer has seen them?—A. Well, of course, as far as the handling of them is concerned, I have never had any one approach me asking to see them.

Q. Have you ever had any one coming to ask you for the paper of any particular individual?—A. No.

By Mr. Chevrier:

Q. Are you an examiner too?—A. Yes.

Q. What papers do you set?—A. I have recently been setting the stenographic and typing papers.

Q. In what grades?—A. In the junior and clerk-stenographer grades particularly.

Q. How long have you been in the Commission?—A. I have been in the Commission since August, 1920.

Q. What experience did you have previous to that?—A. Well, I am a graduate of Queens University, and I have taught one year following my course in the faculty of education.

Q. You are a graduate in Arts?—A. Yes.

Q. And after graduating in Arts did you join the Commission at once?—A. No, not for one year before I came to the Commission.

Q. What line of work did you teach?—A. I was teaching English and History in the Collegiate Institute at Picton.

Q. And immediately after that you joined the Commission as an examiner?—A. Yes.

Q. In stenographic work?—A. That is only part of my work.

Q. What is the other part?—A. General clerical work. The examiner's work consists of preparing the general work connected with the competition.

Q. Will you tell me what that is? I do not know. Let us understand each other. You set the papers for the stenographic work?—A. Yes.

Q. That is only a portion of it?—A. Yes.

Q. Then what other papers do you set?—A. Well, I have not prepared any other papers.

Q. You have not prepared any other papers?—A. No, I have prepared a few clerical papers for junior positions.

Q. Mr. Shaw wants to know what your salary is?—A. My present salary?

Q. Yes?—A. $1,920.

Q. What salary did you start with?—A. I commenced in 1920 at a salary of $1,500 and then the position of junior examiner was reclassified, and the minimum salary is now $1,800.

The witness discharged.

J. W. Bourbonnais, recalled and examined.

By Mr. Martell:

Q. What is your position, Mr. Bourbonnais?—A. I am a senior examiner.

Q. How long have you been such?—A. Four years.

Q. What have you to do in connection with examination paper?—A. I am called upon to set some papers and to mark the answers. You mean as regards the written examinations?

Q. Yes.—A. That is the answer.

Q. You set those papers?—A. Yes.

Q. To whom do you give them?—A. I give them to the civil service printer.

Q. From your hands?—A. Yes.

Q. Not through any intermediary?—A. No.

Q. When the answers to those questions are sent to you for examination, are they in sealed envelopes, or open?—A. They are sealed papers.

Q. Just as they come from the examiners at the local centre?—A. Yes.

Q. Do you know of any cases where people were applying in a competitive examination, when you were the examiner, and some other officials came and asked if so and so were candidates and took the papers and examined them?—A. There has been no such case, to my knowledge.

Q. You cannot say there has not been?—A. Well, I can say there has not been.

Q. How can you swear to that; it is all right to make a statement like that. We have been very frank with you. How can you say that, when there may be fifteen or twenty examiners. You cannot speak as to what occurred between all the other officials; all you can speak of is your own personal knowledge?—A. I know what my answer must be, after serious reflection.

Q. But any person would know that no person could swear to anything except his own personal knowledge. Are you only speaking of the time when

examinations are going on—A. Do you mean to say when the candidates are sitting?

Q. No, when the papers are being examined?—A. I have to leave my office occasionally.

Q. Could that not happen when you were away, as between some official and some examiner?—A. I would have no knowledge of that.

Q. You can swear of your own knowledge that it did not occur—for heaven's sake be frank. Have you conversed with anybody, or had a conference with anybody as to the nature of your evidence here?—A. No, sir.

By Mr. Chevrier:

Q. You have been in the Commission four years?—A. Yes.

Q. As senior examiner?—A. Yes, sir.

Q. For four years?—A. Yes, sir.

Q. Where were you before joining this Commission?—A. I was a year with the Commission.

Q. On the Civil Service Commission?—A. Yes.

Q. In what capacity?—A. I was there as a clerk.

Q. A clerk of what?—A. A clerk in the examination branch.

Q. Previous to that year, where were you?—A. I was at the Ottawa University.

Q. Did you graduate from the Ottawa University?—A. Yes.

Q. You took one year with the Civil Service Commission as a clerk, and since then you have been four years on the examination board?—A. I did not come to the Commission right after graduation.

Q. Where were you afterwards?—A. I was teaching.

Q. Where?—A. At the university, and I had taught before at the separate schools.

Q. Did you go through the Arts course at the university?—A. Yes.

Q. Are you a graduate?—A. Yes, sir.

Q. You are a B.A.?—A. Yes, sir.

Q. How many years did you teach?—A. In all I taught six years.

Q. What is that?—A. I was in the separate schools; I taught the general course, and in the university I taught mathematics.

Q. In what years did you teach mathematics, in the commercial course or in the classical course?—A. I taught arithmetic in the commercial course, and some mathematics in the classical course.

Q. After or before matriculation?—A. That was after matriculation.

Q. What did you teach, trigonometry, algebra, geometry?—A. I taught some algebra and geometry.

Q. In what years?—A. I taught those in 1916.

Q. But in what years of the Arts course?—A. I beg your pardon. That was in the second year.

Q. Before matriculation?—A. Yes.

Q. Did you teach in any of the classes after matriculation?—A. No, sir.

Q. What are your duties as senior examiner?—A. As senior examiner I am called upon to set papers.

Q. To set what kind of papers?—A. I set some papers in arithmetic.

Q. For what grades?—A. Any grade.

Q. What else?—A. I have set some papers on engineering.

Q. On engineering?—A. Yes, sir.

Q. What kind of engineering?—A. The position in question was that of engineering clerk.

Q. For what kind of engineering, mechanical, electrical, or what kind of engineering work was that?—A. The position I think was in the topographical survey, as far as I can remember.

Q. Have you ever had any experience in topographical surveys?—A. None outside of dealing with their appointments, with appointments to that branch.

Q. So far as your own practical experience is concerned, did you have any in topographical surveys?—A. No, sir.

Q. Your only knowledge of topographical surveys is what you have derived from your course?—A. Yes, in mathematics.

Q. You have had no actual experience in topographical surveys?—A. You mean practical experience, from being engaged at them?

Q. Is this right; you have had no actual surveying, no actual experience in field work of any kind?—A. No field work of any kind, but I might say in passing that these papers, as I have said before, are prepared, and there are some additional questions put in, that is, the balance.

Q. You mean you prepare part of them?—A. Yes.

Q. What other papers do you set?—A. I have been called upon to set papers for engrossers.

Q. Did you ever have any experience in engrossing?—A. I taught writing in the schools.

Q. Are you an expert in penmanship?—A. I am fairly well versed in that.

Q. Have you any certificates in penmanship?—A. No.

Q. What other papers do you set?—A. I have had French shorthand and typewriting.

Q. What do you mean by that; do you set the papers for the signs or the transcription, or what?—A. I set the papers for dictation by the supervisors.

Q. That is, somebody reads them out and the applicants take it down in shorthand?—A. Yes.

Q. Who corrects the papers?—A. As a rule the head examiner does.

Q. As a rule the head examiner corrects the answers?—A. Yes.

Q. But you set the material?—A. Yes.

Q. So far as I can gather, you do not correct the shorthand notes, the shorthand itself, when it comes back; that is done by the French examiner?—A. Yes.

Q. Are there any other papers you set?—A. In conjunction with the department we set some papers, for instance, for poultry inspectors.

Q. You have set papers for poultry inspectors?—A. I have helped.

Q. You have helped to set those papers?—A. Yes.

Q. Are there any poultry inspectors on the examiners branch; are there any people connected with poultry inspection on the examiners branch of the Civil Service Commission?—A. I do not think so.

Q. What experience have you had in poultry raising, or whatever it is called?—A. I was born and raised on a farm, and have had the experience a young man would gather from being in touch with that work.

Q. How long were you on the farm before you went on with your studies? —A. Well, I was up about the age of 15.

Q. Then you left the farm to go to your studies?—A. Yes, but I used to be there quite often.

Q. During the summer holidays?—A. Yes.

Q. Up until what year?—A. You mean of my age, sir?

Q. Yes.—A. Until I was about I might say 22.

Q. Will you say that you have an adequate knowledge of poultry raising? —A. Well, coming back to the paper, as I said before it was set in conjunction with the representative of the department; it was supposed to be that the representative of the department would put in the technical questions, if any had to be asked.

Q. All right, we will leave it at that. What other papers do you set?—A. I think that is about all I have been called upon to set.

Q. What is your salary?—A. At present?
Q. Yes.—A. $2,520.
Q. It goes up to what?—A. $2,640.

Mr. CHEVRIER: I have no other questions to ask, Mr. Chairman.

By Mr. Martell:

Q. I was going to ask one more question. You say you took a degree in Arts?—A. Yes.
Q. You only took the ordinary mathematics of an Arts degree, or did you take an honours course in mathematics?—A. No honours in mathematics.
Q. The ordinary Arts subjects of an Arts degree?—A. Yes.
Q. But no special mathematics, such as an honour course in mathematics, or anything like that?—A. No.
Q. Did you take any honours in your degree?—A. Yes.
Q. In classics?—A.Yes, sir.

By Mr. Rinfret:

Q. Is it your business to prepare papers for the candidates, or to revise the answers?—A. I mentioned a paper on poultry inspectors. I would not say that I would be called upon to read the answers on those.
Q. Have you occasionally revised the answers of candidates?—A. That is, the papers I have set myself I would read myself.
Q. In that case, suppose you got answers from fifty different candidates for a position, how would that be done, would you correct the answers of all the candidates or of only part of them?—A. Of all the fifty.
Q. Have you done that occasionally in the past; have you been called upon to revise the answers of a set of candidates?—A. You mean, to read them?
Q. Yes.—A. Yes, I have.
Q. Has it happened in other cases that owing to pressure of work or anything like that these answers were split between yourself and the other examiners?—A. Not in my competitions, so far as I can remember.
Q. Are you awere that that took place in the department?—A. Well—
Q. Surely that is a plain question?—A. I understand.
Q. You get fifty replies. I want to know whether you have been called upon to correct say 25 of them and another examiner would take the rest?—A. Well now, take an examination—
Q. I would like to get an answer to that question, a distinct reply.—A. Take an examination where we would have 3,000 candidates for instance, I doubt very much if we could get them all done by one examiner.
Q. I am not trying to blame you at all. I want to know whether that exists. I infer from your replies that it does exist, but that you are very anxious to justify it.—A. I understand it is done.
Q. In different candidates numerous examiners are called upon to revise the replies?—A. Yes. I presume in those cases one examiner would be called upon to read all the answers on one subject, in order that it be all relevant.
Q. You say you presume?—A. I have not got the entire direction of it, Mr. Rinfret.
Q. But surely you know what is going on in the department?—A. I certainly do.
Q. The witness said it was impossible to do it otherwise in certain cases.—A. Yes.
Q. We will take it for granted the practice does exist, that when the replies are too numerous the examiners split it between themselves. In that case how can you arrive at a standard of points?—A. We would have the standard determined in advance.

[Mr J. W. Bourbonnais.]

Q. Would you admit as an examiner that two persons might have a different way of applying that standard?—A. It is possible but at the same time—

Mr. McBride: Might I ask the honourable member does he think it should not be split up?

By Mr. Shaw:

Q. As I understand, Mr. Bourbonnais, you have set examinations on general subjects within the range of your own educational attainments?—A. Yes.

Q. Insofar as an examination paper or that portion of it which may be technical and without the range of your knowledge, you consult with the department officers in order to get their assistance in that connection?—A. I have done so on certain occasions.

Q. That does not happen very often, I take it?—A. No sir, not very often for examination for entrance in the service.

Q. It would not be necessary?—A. No.

Q. With regard to those large number of candidates that you refer to, where you mention something like 3,000 in one case, I suppose that would be the case, where there is application for admission into the Service.—A. Yes.

Q. That in connection with technical positions the number of applications would be within a reasonable number, would it not, ordinarily?—A. Yes. Sometimes it reaches 100.

Q. Then in such a case as that there would not perhaps be the necessity of getting outside examiners as there would be the same necessity in the case of 3,000 or 4,000 applications?—A. I think there would be necessity of getting outside examiners but they would not be called upon to set papers as a rule. They would be called in an advisory capacity.

The Chairman: I don't think the witness understands your question.

By Mr. Shaw:

Q. What I am trying to get at is this: Where there are a large number of applicants taking the examination, it becomes necessary for you to engage outside help. In that case the examiner must get assistance. I mean he cannot examine all the papers himself?—A. Do you mean outside examiners?

Q. I mean examiners of your department.

The Chairman: He means additional.

By Mr. Shaw:

Q. Additional help, that is, the one who sets the paper cannot examine them all; I mean outside of the particular individual who sets the paper. What I want to bring out is these cases would be only cases in a general way where there is an application to get into the service or some general examination and not in a case where there is specific technical knowledge required of the applicant. —A. No, that is correct.

Q. That is correct, is it?—A. Yes.

Q. You are an educational man. Now, you are acquainted with educational work.—A. Yes.

Q. In the Department of Education in Ontario they conduct, do they not, examinations for matriculation in the universities and in connection with the high schools each year. Have you any approximate idea of the number of candidates who would take those general academic examinations?—A. There must be a large number.

Q. It would amount up into the thousands, would it not?—A. I should think so.

Q. In these cases one examiner could not possibly examine all the examination papers, is that not correct?

Mr. Chevrier: Might I just interject this, whether he knows that of his personal knowledge or not.

Mr. SHAW: I know it.

Mr. CHEVRIER: We don't know it.

By Mr. Shaw:

Q. Do you know it of your own knowledge?—A. I think I was in a position to judge that there would be a very large number of candidates presenting themselves for examination.

Q. Now, do you know the practice of the Department of Education in Ontario, for instance, in connection with the examining of these examination papers?—A. I think that unless they have a very long time to do it they must necessarily have more than one man on one subject or, I mean to say, dividing it up amongst themselves.

Q. Let me get this: suppose you have a large number of examination papers to correct, which involve the services of more than one examiner, do those examiners consult together in order to get a uniform grading before the work of examining the papers is undertaken?—A. Oh yes, we would not think of doing anything else.

Q. So that you have a consultation amongst the examining staff first.—A. Yes.

Q. And an agreement as to the basis of marking?—A. Yes, absolutely.

Q. And it is on that understanding and arrangement that the examinations are conducted?—A. Always.

Q. Are you aware whether or not that is the practice of the educational departments of every province in this Dominion in connection with the holding of examinations?—A. For the same subject I think if the paper had to be divided up it would be—

The CHAIRMAN: You are not answering the question Mr. Shaw is asking, are you aware that that obtains either here or in Montreal or elsewhere?—A No. I am not.

By Mr. Rinfret:

Q. Possibly the witness would tell us whether in his opinion he considers that one examiner deals with one subject, that is a satisfactory way of judging examination papers.—A. I think it is. Under those circumstances it is—

Q. Would you consider that just as good a way as if one man was to examine all the papers.—A. I think it would be about the same, with such a department.

Q. You think it would?—A. I think if it is given to a person who knows how to examine the papers.

Q. You would think a set of men would have exactly the same idea of an examination as one man?—A. To say absolutely the same I don't know. We would have to compare the results, for instance or else get them checked by another person.

Q. I don't think that took place, but if you had time to do that you would have time to submit the papers to the same man. You are dividing the work because you cannot confide it to one man. I don't think it is checked over in that case.—A. If there was doubt as to that, I think we could revise a few papers and easily see if there had been—

Q. My question is, the whole thing is done in a hurry and split between different examiners, not checked at all. If those examiners had time to check the other man's work, they would have time to do the whole of the work themselves. Is not that a fact?—A. I would say this that a person need not check the whole number. I think he could easily find out by checking a few.

Q. Would it be fair to those who are not checked?—A. If it was found that there was no real difference, that the basis on which we had started to work, had been carefully followed it would not seem necessary to go any further.

By Mr. Shaw:

Q. Just one or two questions. I had not finished. A candidate who did not pass your test has of course a right of appeal?—A. He has.

Mr. SHAW: With regard to an examination I suppose that so far as technical questions are concerned, the answers to those questions are definite and do not allow of any difference of opinion at all. Is not that true? Take for instance a problem in arithmetic, there can only be one answer to it.

By Mr. Martell:

Q. There may be different methods.—A. Yes, but some of the answers may be wrong.

By Mr. Shaw:

Q. You mean it can be right and it can be wrong at the same time. What you mean is there may be a different method of arriving at the conclusion but there can be only one answer.—A. Yes.

By Mr. Chevrier:

Q. You don't set only papers concerning arithmetic, do you, where there is but one right answer possible? You set other papers, where discretion in judgment enters into the decision?—A. Yes.

By Mr. Shaw:

Q. With regard to those which are not of a mathematical character, the papers are not of a mathematical character, I take it there may be some discretion or some range in judgment so far as the examiners are concerned, is that correct?—A. Yes, there might be a slight difference.

Q. But you have already stated that these examiners get together in advance and agree upon the proper answer to the question and the proper method of arriving at the answer?—A. Yes.

Q. So that before the examiners undertake the work there is not only uniformity of method agreed upon but the method of arriving at the decision is also considered and also the answer itself?—A. Yes.

Q. Are all the examiners sworn?—A. Yes.

Q. (To Mr. Foran) Mr. Foran, did you put in a form of oath?

Mr. FORAN: I am not sure that it has been put in but we will have it brought down.

By Mr. Shaw:

Q. To your knowledge all the examiners are sworn?—A. Yes.

By Hon. Mr. Marcil:

Q. You have two classes of examiners in your organization, 5 senior examiners and 5 junior examiners. Will you say in a few words what the difference is between the two?—A. Well the junior examiners are called upon to do work of somewhat less importance, I should say. The senior examiner would be in charge of the work and the junior examiner would be, so to say, an understudy.

Q. But is the report of the junior accepted by the senior as final in these matters?—A. It is presented to the senior examiner and if the senior examiner does not see fit to let it go through, he can make the necessary change, which he thinks best.

Q. It is verified by the senior in every case?—A. Yes.

By the Chairman:

Q. Do we understand from that that the junior examiner is simply an assistant to the senior examiner?—A. I know that some are.

The CHAIRMAN: That is hardly answering the question. There must be an interpretation between the junior and the senior examiner. Either the senior examiner takes care of the examining of more difficult work and the junior the easier ones or else the idea is that the junior is assistant to the senior in all classes of work, which is the natural conclusion, that the junior examiner is really an assistant to the senior.

By Mr. Martell:

Q. There can only be one correct answer to a question. Examiners will differ as to the methods of arriving at it. There may be occasions where a man gets the correct answer by a process of reasoning that he was taught at a particular school and other methods of arriving at that would be taught at other schools. The examiner would be apt to examine according to his own system.—A. Well not necessarily, because I think a man, in order to give justice to the candidate, should look into the other method as well.

Q. You may not know all the methods that have been followed in the different school systems. For instance what examiner have you on the Board from Nova Scotia who knows the Nova Scotia high school system?—A. We might have some who know that system but I don't know of any who came from there.

Q. You have no one on your staff who has taught school in Nova Scotia or who is a graduate of any Nova Scotia institution?—A. I am not aware of that.

Q. You said, I think that the system followed by your examiners was such that when you had a great number of papers, a plethora of papers you divided them up. Do you not know that in the Province of Nova Scotia if one of the provincial government Board of Examiners should consist of university professors, one professor will be given say a grade, 8 and 9 English, and he does all that for the province, and another will be given a grade, 11 and 12, and he does all that for the province, so that all the candidates for 9 and 10 have the same methods and all the candidates for B and C would have the same methods from the same examiner?—A. I presume that would be the case.

Q. Suppose there are 300 applicants and 300 papers in English, you examine a certain number in English, Mr. Bland examines a certain other number in English, and somebody else. You would have different methods. One man may mark higher and give greater marks than the other. It becomes then a matter of opinion on the merits of the answer, does it not in a case of that sort?—A. I suppose there might be some difference. There might be some difference of opinion.

Q. One more question: Often an examiner will give a mark even when the answer is not exactly correct on account of the person's system of reasoning and probably through some slip or inadvertence a correct answer has not been arrived at, the examiner will not give him a mark at all unless the answer is correct. Is that not the case?—A. If the method by which the person got the right answer is absolutely correct I should say he would give him full marks.

Q. I see there are different methods, some examiners, where the answer is not exactly correct, will give marks for answers which are not precisely correct but nevertheless show the right system of arriving at the answer?—A. At our place we get an understanding on that before we start.

Q. Still you have to get down to the different opinions of different examiners?—A. To different opinions, yes.

The CHAIRMAN: I must interject. We have some witnesses yet, all of the same type of examiners and if we are going to facilitate Mr. Martell's question on the point he first raised, we will have to refrain from keeping one witness here for any too great length of time. A good many of the members of the Committee wanted to go to some other Committees at 11 o'clock. It

would therefore be necessary, if we are not going to sit after eleven, to recall the other witnesses.

By Mr. Chevrier:

Q. Have you ever sat on the Ontario Board of Education, correcting papers?—A. No.

Q. You said to Mr. Rinfret that a standard was set before the examination of the papers took place. Then you say it is in consultation. Which is which?—A. It is in consultation, whenever some examiners are called upon to help the one in charge.

Mr. CHEVRIER. That is not what you said before. Alright.

By Hon. Mr. Copp:

Q. I wanted to get from Mr. Bourbonnais certain information. There was a suggestion made by Mr. Shaw in regard to the uniformity of these examinations. I don't know whether other members of the Committee are in the same position but I say I don't know much about this thing. You must have had a number of instances when this happened.—A. As to uniformity.

Q. When you could not examine them all? There must be a number of cases you had in mind that that happened?—A. The ones I had in mind were the general examinations that we call for clerical work.

Q. You have some in mind?—A. Yes.

Q. Tell us what you do in that case. What do you do?—A. Let us take for instance the clerical examination, if you wish me to give an example. The clerical examination for instance will consist in a paper on education and experience, arithmetic and a paper on business methods, we will say or we will call it a general paper. A few of the questions may be writing a letter and so forth. Those are the three subjects. Supposing we have some 2,000 candidates, well when the answer books come back, a little in advance, some time before that we have to make arrangements so that these papers will be examined. If we find it is too much for a certain person to mark, we must make arrangements for other persons to come in.

Q. That is among the people on your own staff?—A. Absolutely, and we will reach an understanding on the basis of examining those papers before we start.

Q. Just give me an illustration. Do you say so much for good penmanship and so much for something else?—A. That is determined in advance.

Q. What do you do? Don't take so long about it?—A. There is a paper in arithmetic, for instance. There are say 10 questions. The full value of the paper will be 100 per cent. If a person gives absolutely good answers, and has good methods of arriving at his answers, which you can easily see, because he is warned when he gets his papers that the details of his work must be shown, and he must not see the paper of the other candidates and put it down, having determined what should be the number of points or marks to be given for each question, if it is absolutely right and then if it is—

Q. When you say absolutely right, do you mean you don't give any credit? —A. Yes, we do. If the person had a wrong answer and had it all twisted up so that there was nothing that you could make out of it, he would not get any and then the marks are given.

Q. What you would give credit for to one answer I might not give the same credit?—A. As a rule—

Q. Don't say as a rule. You might give more credit for one answer than I would.—A. That is possible.

Q. Not only possible. It is very probable.—A. All I can say is that it is possible.

Q. Then as a matter of fact these examinations—I am not criticizing them at all because I can quite understand—as a matter of fact these examinations are more or less of a general thing and you cannot tell exactly so far as—I mean in the marking there may be very great errors and differences of opinion and judgment of the examiners. That would be correct would it not?—A. It may happen as in any other—

Q. I quite understand it is very difficult to get a direct definite— You have been in service how long?—A. 5 years.

Q. Did you come in under examination by somebody?—A. I did.

Q. Who examined you?—A. I don't know. I suppose that old Second Division Examination.

Q. 5 years ago?—A. 7 years ago.

Q. And you have been in the Service ever since?—A. Since 5 years.

Q. You passed the examination 7 years ago and came in 5 years ago?—A. Yes.

Q. Have you any relatives in the service?—A. I have a sister.

Q. What position does she hold?—A. Clerk.

Q. Clerk where?—A. In the Archives.

Q. You examined her?—A. I did not.

Q. Your branch?—A. No. I was not an examiner then.

Q. I know but the same branch. Your branch examined her?—A. Yes.

Q. Any others?—A. No sir.

Q. That is the only relative you have?—A. Yes sir.

Mr. CHEVRIER: Before the Committee adjourns my attention is called to a statement that was made here yesterday that the House stenographers did not know legal terms and some of them could neither spell nor punctuate. I am taking that silence gives consent, but I want to say in the 2 years I have been here every stenographer I have had sent me by Joe Smith's staff has been able to spell and punctuate.

Mr. MARTELL: I say there are several that are good stenographers but I have asked for law office stenographers and they sent them up to me. They were absolutely worthless. I had to have my letter written over two or three times.

By Mr. Shaw:

Q. Is there any other practical method that you know of by which the examinations could be conducted and papers examined other than the method which you have in vogue?—A. May I ask if you refer absolutely to written papers?

Q. Do you know of any other practical method of conducting examinations on written papers other than the method the Commission now employs, where such a large number of candidates are involved?—A. I am not quite clear on that. By written examination do you mean different subjects of examination or what.

Q. Yes different subjects or the same subject. Is there any other practical method of examination of candidates other than the method employed by the Civil Service Commission? Do you know of any?—A. I don't know of any others.

By Mr. Rinfret:

Q. In other words even if we consider the system bad he admits it could not be improved under the present system.—A. The present system, where there has been written examinations, I was not referring to clerical positions.

Q. Put it this way. In your opinion it cannot be improved?—A. I think that is going pretty far to give an answer.

Hon. Mr. COPP: I think what Mr. Shaw means is that this is an ideal system which cannot be improved upon.

By Mr. Shaw:

Q. In this particular variety of examination, where large numbers of candidates write, is there any other practical method that you know of for correcting the examination papers.—A. If you are not in urgent need of employees I would say that it would be preferable to have one person go through all of one subject and mark all the papers on one subject.

Q. Where there is urgent need of employees what have you got to say.—A. I would say then you would have to adopt a system to get other examiners to help you.

By Mr. Chevrier:

Q. Under the present system are you satisfied the conditions are right under the present law? You work it out according to the present law?—A. Yes, sir.

Q. Are you prepared to say that it is not susceptible of improvement.—A. I should say it is, as all system are always.

Witness retired.

J. L. BOUCHARD, recalled and examined.

The CHAIRMAN: A lot of these questions we are asking these witnesses as to the system are questions on which you had better call Mr. Bland and ask him.

Mr. CHEVRIER: I should think every one of the examiners should be called. This is most interesting.

Mr. BROWN: I don't think we will gain anything by pursuing that method.

By Mr. Martell:

Q. You are a civil service examiner?—A. Yes.

Q. How long have you been such?—A. Since January, 1921.

Q. How long have you been in the service?—A. Since 1913.

Q. You examine papers?—A. In connection with post office matters only

Q. Have you ever had requests made of you from certain persons who were candidates?—A. No. sir, I never have been interfered with in any way.

Q. You never had any one come to you to get a paper or speak for you?—A. No, sir, the papers are sent to me and I examine them myself.

Q. How do you get those papers?—A. The answer papers?

Q. Yes.—A. They are sent to me in sealed envelopes from the examination hall.

Mr. CHEVRIER: Is it the wish of the Committee that we should keep on or that we should adjourn?

The CHAIRMAN: I would rather keep on if there are not too many who want to attend the other meetings.

By Mr. Martell:

Q. Have you ever been approached as to the evidence you should give or have conferences with any one?—A. No, not at all.

Q. Never.—A. No, not at all.

By Mr. Chevrier:

Q. What papers do you set, Mr. Bouchard?—A. All papers for entrance to the Post Office department.

Q. All papers in connection with the Post Office department. Is that a fair statement? Does that cover your range?—A. That covers my range.

Q. Everything in connection with the Post Office department?—A. Except promotion, of course. Entrance, I said.

Q. Tell me what you set. All papers in connection with the Post Office department except what?—A. Everything in connection with the department where a written examination is required.

Q. Who sets those?—A. The post office officials in conjunction with me. I assist them in correcting the papers also.

Q. Do you assist them or do they assist you?—A. I assist them. At times when I cannot be there I give a comparative rating of the papers after they are returned to me by the department.

Q. You joined the Service when?—A. In the spring of 1913.

Q. What position?—A. I was a lower grade employee at that time.

Q. What department?—A. In the Civil Service Commission.

Q. Did you at any time work in the Post Office department?—A. I worked in the Post Office department for two years before going to the Commission.

Q. In what branch?—A. First appointed in the money order exchange as a clerk and subsequently appointed as a postal clerk in the city post office where I obtained a knowledge of distribution and postal laws and regulations.

Q. Are you fully conversant with postal laws and regulations?—A. Yes.

Q. Are you an expert on that?—A. Not exactly an expert.

Q. How long were you at that postal work?—A. On sorting and postal laws and regulations, one year.

Q. What is the difference between the sorting and the postal regulations?—A. The sorting is the distribution of railway lines while postal laws and regulations are rates on postage matter.

Q. When you work on sorting, as I understand, that is separate to distribution of postal matters into the proper channels?—A. Proper pigeon holes.

Q. When you do that you are not concerned with the postal regulations?—A. Yes, we have to deduct letters, if there are any letters that are underpaid or over weight, you have to charge them.

Q. That is as far as the postal regulations are in effect?—A. Yes, you have to know beyond that. There are departmental examinations twice a year to ascertain whether you are fully qualified in that respect.

Q. What is the grade of these examinations during the year. Junior.—A. You mean the grade of the examinations.

Q. Yes, in the postal matters.—A. They are called postal clerks, those who are employed on sorting. I also handle examinations in connection with postal clerks, postal porters and railway mail clerks.

Q. Did you handle that during the one year?—A. Ever since I have been with the Commission.

Q. When you were in the postal department your knowledge of postal matters was gained as a sorter or postal clerk.—A. The experience is all relative.

Q. Your experience is what?—A. Practically all the same. A postal clerk naturally knows the duties of a letter carrier.

Q. And you deal wth what matters, foreign matters, local matters or what?—A. As a sorter in the post office?

Q. Yes.—A. You can be assigned one week to local sorting that is sorting for local lines outside of Ottawa, sorting on western or foreign lines.

Q. Will you say now that any one of the sorters in the Ottawa or Montreal post offices—I am not speaking disrespectfully but is a man who can set examinations in the Civil Service Commission—any sorter from the post office could be shoved in there and do that kind of examination?—A. They have to learn the distribution after they are assigned to the city post office.

Q. You took how long to learn that?—A. The distribution?

Q. Yes.—A. The local distribution, it takes a postal clerk about 2½ or 3½ months to learn it.

Q. And you had a whole year of it?—A. Yes.

Q. You say that is sufficient qualification, having been a sorter, to become an examiner?—A. Not necessarily, no. I went to school before going into the post office and I have had other experience since then. It is not required that a person being assigned as a postal clerk, should know postal regulations and distribution, as long as he has a knowledge of geography, that is all that is necessary, and a school education.

Q. It is not necessary to know all these things to be an examiner.—A. No, of course not.

Q. I don't know whether you understand the question and the answer but it is not to your credit. Now then how did you get into the post office?—A. How was I appointed, you mean?

Q. Yes.—A. To the city post office?

Q. Yes.—A. I was successful at a lower grade examination held by the Civil Service Commission.

Q. What salary?—A. At that time it was $500. At the present time that class is being paid $840.

Q. What salary are you getting now?—A. $2,040.

Q. That is pretty rapid advancement?—A. I obtained my present position through Dominion-wide open competition, after I came back from overseas.

Q. What standard did you get in the examination?—A. I passed second.

Q. Was that as a result of your overseas service?—A. I would have been third had it not been for my overseas service. There were only 3 successful candidates at that time.

Q. What was the actual mark you obtained outside of your overseas record?—A. I believe it was over 65 per cent. It was not less than that.

Q. Somebody obtained more marks than you?—A. Yes, I suppose there were. This third candidate I am referring to obtained less.

Q. On the original marking of the papers what rate did you get? First, second or third.—A. On the original mark?

Q. Yes, the rate given to returned men?—A. Third.

Q. As a result of the preference given to returned men you got what stand? —A. Second.

Q. Why did not the first man get it?—A. He is already employed. He was appointed before I was.

Q. What is the nature of the examination that you underwent to obtain the present position?—A. It was an examination on practical questions.

Q. Practical questions on what?—A. Educational experience. That is, in connection with the examining work and mostly educational experience.

Q. Mostly what?—A. Educational experience was one subject of the examination.

Q. Let me understand this. The paper was divided into two. You got a certain proportion of marks for educational qualifications and a certain proportion of marks for duties of office?—A. Yes.

Q. What was the proportion?—A. Both proportions I believe were based on 100 and rated separately.

Q. What did you get on duties of office?—A. I cannot say. I don't remember.

Q. You served in the post office for two years?—A. Yes.

Q. And went overseas?—A. Yes.

Q. How long were you overseas?—A. Four years and 9 months.

Q. That is a very nice record. And after you returned you went into the Civil Service Commission?—A. I went in as information clerk.

Q. What is that?—A. The information clerk answers all inquiries regarding Civil Service matters by applicants or persons applying for information.

Q. How long were you there?—A. One year.

Q. What was the next step?—A. The next step, I took a vocational course in secretarial work in the Department of Soldiers' Civil Re-establishment.

Q. How long did that last?—A. Seven months.

Q. And after that?—A. I returned to the Civil Service Commission as information clerk.

Q. You returned as information clerk?—A. From February to September, I think it was, when I came back from the vocational course.

Q. So that you became an examiner in practically six or six and a half years after you left the post office—A. Yes, sir, after entering an open competition.

Q. You are a junior examiner?—A. Junior examiner.

Q. What does that consist in?—A. I am in charge of all post office matters.

Q. After you have examined them, is there anybody who looks over them? —A. They are sent to the secretary by the assistant secretary. I make my recommendations, and then the assistant secretary passes them on to the secretary.

Q. You hold those tests for everything except promotions?—A. Yes, sir.

Q. What is the range of salaries in the Post Office department?—A. For entrance?

Q. What is the range of salaries for clerks in the Post Office department? —A. The initial salary is $840, maximum $1,560. Railway mail clerks are the same.

Q. Have you anything to do with the railway mail clerks?—A. Yes.

Q. What is their salary?—A. From $840 to $1,560.

Q. Have you anything to do with any clerks whose salary is over $1,560?— A. We never make any appointments, they are generally filled by promotions, and I handle the promotions.

Q. These promotions have salaries of what range?—A. Some from $1,800 to $2,400, then from $2,400 to $3,200. I had some promotions where the salary was from $3,280 to $4,200.

Q. Then as you put it before, you assist the post office official in those examinations?—A. Yes, in setting question papers whenever there were any.

Q. You are now getting a salary of $2,000?—A. Yes.

Q. And you assist officials of the department, what officials?—A. The Post Office department have two officials employed.

Q. What is the range of their salary?—A. One of them is $2,400.

Q. And the other?—A. I have no idea what the other is.

Q. What are the names of these gentlemen?—A. One is Mr. Kenyon; the second one, I really cannot recollect his name.

Q. You will give it to us later. So you assist a gentleman who has a salary of $2,400, and set examination papers for gentlemen whose salary is $3,200?

By Hon. Mr. Marcil:

Q. And your recommendation is always followed?—A. After I make a recommendation, the file is sent to the chief examiner to be passed on to the secretary, and I never see it again. I do not recollect of any case where my recommendation has been turned down.

By Mr. Chevrier:

Q. You send them to the chief examiner. What does he do with them?— A. He passes them on to the secretary.

Q. For what?—A. They go to the chief examiner for perusal.

Q. Does he ever change any of the recommendations?—A. Very, very seldom.

Q. What happens after they are accepted?—A. They are passed on to the secretary.

Q. What does he do with it?—A. He recommends them for approval.

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Q. How often do they come back?—A. I have no recollection of them coming back from the secretary to me.

Q. After that, what happens?—A. They are passed on to the Commissioners for approval.

Q. How often do they come back from the Commissioners after being approved by the secretary?—A. You mean for another recommendation?

Q. Yes?—A. I have no recollection of a case ever being turned down.

Q. What do the Commissioners do with it?—A. They pass on them, approve of the recommendation.

Q. After they approve of it, what do they do?—A. It is passed on to the assignment branch.

Q. What does the assignment branch do with it?—A. They issue a certificate of promotion or appointment, whatever the case may be.

Q. Do you not think it would be more simple if after you passed upon it, you immediately sent it to the assignment branch?—A. I am working under the jurisdiction of the Commissioners.

Q. You have to follow the law?—A. To follow the law. I do not think it would be the right thing for me to make a recommendation.

Q. We agree on that, but you follow the law?—A. I follow the law.

Q. If the law was the other way and you consigned it to the assignment branch directly and saved all this rigmarole, as I called it before, you would get the same results more quickly?—A. Possibly, but it would place upon me a lot of responsibility.

Q. But are you paid for it?—A. Not in proportion.

Q. Would you be prepared to accept a higher salary and take the responsibility?—A. Certainly I would.

Q. It would save all this going-around, would it not?—A. It would.

Q. Be honest, it would save all this paper and filing and chasing around?—A. Yes, but I would be held personally responsible for those promotions.

Q. Can the secretary return those applications to you before sending them to the Commissioners?—A. You mean the recommendation I send?

Q. Yes.—A. He has the power to do that, but generally he gives his reasons for doing it.

By Mr. Rinfret:

Q. Have you anything to do with the outside service?—A. Post office matters?

Q. Yes.—A. Yes.

Q. Would that include the large post offices in the large cities?—A. Yes.

Q. How do you deal with post office positions?—A. Do you mean letter carriers?

Q. Yes.—A. Examinations are held in connection with letter carriers' positions.

Q. I would like to know what the examination for a letter carrier's position is?—A. Physical fitness is the first requirement.

Q. How do you arrive at that?—A. The candidates at the examination are subject to interview with the postmaster who decides whether or not they are qualified physically for the position.

Q. Who decides that?—A. The postmaster to whom they report.

Q. How does he do that, by the eye, or does he call in medical experts?—A. He can judge generally by the man's experience or by questioning him whether he is physically qualified.

Q. You must have a system. You do not mean that the postmaster decided whether he should call in a medical expert or judge by himself?—A. I do not think it is necessary to have a medical expert to find whether a man is qualified to carry on as a letter carrier.

Q. That may be your opinion, but what is being done?—A. At present?

Q. Do you merely take the recommendation of the postmaster as to the physical fitness of the man?—A. He answers questions on his application form regarding his physical fitness.

Q. I understand that you claim that the main thing for a letter carrier is physical fitness?—A. Physical fitness.

Q. That is what you said?—A. Before he can get admitted to examination.

Q. Let us follow that. You say the main requirement is physical fitness. I understood you to say that?—A. Primary school education and physical fitness.

Q. Did you not state that it was physical fitness?—A. Yes.

Q. And that it was left to the postmaster to decide whether the man was fit or not?—A. Only after he is qualified as to education.

Q. Suppose the postmaster recommends a certain number of men as physically fit?—A. After they qualify by examination.

Q. What is the examination?—A. It is a practical examination.

Q. As to what?—A. We have to ascertain whether the person can read and write.

Q. Is that the only thing? How do you arrive at that? Do you merely inquire about it?—A. No, we give them a written examination on spelling and writing.

Q. That is done in their locality?—A. Yes, by the Civil Service Commission.

Q. What would that be on?—A. Spelling, writing and arithmetic are the subjects of examination.

Q. That is all?—A. We can determine from one paper that they are qualified. Their names appear on the eligible list, and their appointment is subject to physical fitness. They are told that before they enter the competition.

Q. To sum that up, the appointment of a letter carrier is after his examination as to his competency as to the matters you have mentioned, which is determined by bi-annual or periodical examination, and after his medical fitness is testified to by the postmaster himself?—A. Yes, to a large extent.

Q. Do you follow the list, as to their respective merits?—A. Yes.

By the Chairman:

Q. What did you mean by saying "to a large extent?"—A. If a candidate has been refused on account of his physical incapacity he can appeal. He can make representations that he is qualified, and in that case, I take it, the Commissioners would have the man medically examined.

By Mr. Rinfret:

Q. You have a list containing a large number of candidates for letter carriers' positions?—A. Yes.

Q. You say that you follow the order, but that you are subject to the recommendation of the postmaster as to the man's physical fitness. Does it not happen very often that a postmaster recommends that number 10, say, be appointed because he is better physically fitted for the position?—A. You mean does he state the other nine candidates ahead of him are not physically fit?

Q. Yes, has that happened?—A. It has never happened yet. That is the provision laid down that those people are eligible.

Q. Do you mean to say that in no case you have not altered the order on the list?—A. Not to my knowledge; I know of no cases.

By Hon. Mr. Marcil:

Q. Is a letter carrier in Montreal, for instance, required to have a knowledge of the two languages?—A. Yes.

Q. The examinations call for that?—A. Yes.

Q. Is it not possible to take an optional examination?—A. They can take either language, but candidates are asked if they have a knowledge of both.

Q. Is it not required that they should have a knowledge of both?—A. Not necessarily in some districts.

Q. I mean in a district like Montreal, a mixed community?—A. There are certain districts where both languages are not required. The department has not required a knowledge of the two languages so far.

Q. Can you mention two districts in Montreal where both are not required? —A. So far, the department has not asked us to appoint letter carriers with a knowledge of both languages. Everybody who has been appointed so far has had a knowledge of both languages.

By Mr. Shaw:

Q. You spoke about your service overseas?—A. Yes.

Q. Were you employed in the Post Office department overseas?—A. No, I was in the Intelligence Corps, in charge of the Canadian Corps Intelligence section.

Q. In that particular branch of the service, the intelligence branch, without imposing upon your modesty, I would think it fair to say that only men of unusual capacity and intelligence were accepted for that position?—A. We were not accepted before being granted an interview with the war office.

Q. Special precautions were taken to see that the men employed in the intelligence branch were specially qualified?—Exactly.

Q. What is your educational experience?—A. High school training, commercial course; and I have taken up a correspondence course, since then—Doctor Blatchford's character reading at sight, a course which is really not of much importance, but is interesting.

Q. With regard to details of your every-day routine, I understand that you make your recommendation to the assistant secretary?—A. Yes.

Q. And that goes to the secretary of the Commission?—A. Yes, sir.

Q. Suppose that the secretary of the Commission should decide that he is not satisfied with your recommendation, does it go back to you immediately, or does it go to the Commission first?—A. It would come back direct to me.

Q. Have there been many cases of that character?—A. I know of no cases.

Mr. SHAW: Then we are really wasting our time, if there are no such cases.

WITNESS: I know of no such cases.

Witness retired.

A. C. KEMMIS called and examined.

By Mr. Martell:

Q. You are an examiner?—A. Yes sir.

Q. I understand you are a barrister-at-law?—A. I am.

Q. At what bar?—A. The Alberta bar.

Q. You studied in Alberta and was admitted there?—A. I was admitted there, yes, sir.

Q. Did you specialize in Marine law in Alberta?—A. No.

Q. Mr. Kemmis, I have directed a question to a certain number of examiners to clear up a rumour. Have you, in your position as examiner, ever been interfered with by any member of the Commission, or by any superior official taking away from you papers of certain people and examining them?—A. No, I have not.

By Mr. Chevrier:

Q. Where do you come in, in this chart, Mr Kemmis?—A. I have not seen that chart.

Q. You are on the civil service examiners' staff?—A. On the civil service examiners' staff.

Q. In what category?—A. As senior civil service examiner.

Q. When where you appointed to the civil service examination board?——A. On November 1, 1920.

Q. How did you get there?—A. By competitive examination.

Q. For the position of senior civil service examiner?—A. Junior examiner.

Q. How did you pass?—A. I am only giving this from memory, but I think I was first.

Q. I see you have had service overseas?—A. Yes.

Q. You were marked irrespective of your overseas service preference?—A. I believe I was first—I am speaking from memory—independently of overseas service.

Q. That is a remarkable record for which you ought to be proud. How did you come to be one of the senior examiners?—A. I received my promotion.

Q. After that examination?—A. Not after that examination.

Q. In what way then?—A. I was promoted by the Commission in 1921.

Q. For what reason?—A. I had written on an examination for senior civil service examiner.

Q. You passed that examination?—A. No, not exactly. No appointments were made as a result of that examination, but promotion was made afterwards.

Q. Afterwards?—A. Yes.

Q. Do I understand that the examination was called off?—A. I do not know anything of that.

Q. I would like to know how you were promoted?—A. I was promoted, I presume, because I was capable of doing the work.

Q. But in what way were you promoted, as the result of what?—A. I cannot tell you that.

Q. It was not the result of an examination?—A. Not the result of examination, no.

Q. Was it the result of a recommendation?—A. I cannot tell you that. I presume I was promoted by the Commission.

Q. Did you make any application for promotion?—A. I had made application at the time the examination was held.

Q. That is a remarkable state of affairs. Did you wake one morning to suddenly find yourself promoted, or what?—A. No, I naturally made application for promotion.

Q. You made that application to whom?—A. To the Commissioners.

Q. What answer did you get to your application?—A. My application was filed. There was a general competitive examination for senior examiner.

Q. But as I understand it, that examination proved abortive; nothing came out of it?—A. No.

Q. But you were promoted nevertheless?—A. Yes.

Q. Are you positive in your recollection when you say that you were first on that list as the result of the examination which proved abortive?—A. I did not say that.

Q. You say you do not recollect?—A. I said I was first in the examination for junior civil service examiner.

Q. But on the second examination, what was your standing?—A. I did not say that I passed that.

Q. Did you try it?—A. I tried it, yes.

Q. What was the result? You either passed or not; you either failed or you got through?—A. I passed the written examination and I failed to make the necessary percentage on oral subjects.

Q. Was there any other competitor?—A. There was.

Q. What was your rating?—A. I cannot tell you.

Q. You did not get through at all events?—A. I did not get through.

Q. Did the man who obtained the required percentage to pass get it? —A. He has since got it, but not as the result of that examination. I may say that there was an appeal against the rating on the examination.

Q. At all events as the result of this examination, you were not successful. Somebody was successful, and you obtained the position?—A. No, there were two vacancies.

Q. You got one of them?—A. Yes.

Q. Although you were not successful in the examination?—A. That was never decided.

Q. Mr. Kemmis, I am not going to argue the matter, but you were either successful or not; the door must be open or closed.—A. That examination was never completed.

Q. Let me put it this way: As the result of this examination in which you did not succeed, you obtained the position?—A. No, I did not say that.

Q. Then tell me what it was?—A. I received promotion later.

Q. Let me put it this way: You tried the examination, and you failed. Later on you received promotion. Between the time that you attempted to pass that examination and failed, and the time you got the promotion, did anything else intervene to award you that promotion?—A. I presume my work was satisfactory.

Q. You were recommended, I suppose?—A. I presume so.

Q. Did you presume; if you are going to take that line, I will take the proper line too.—A. I must have been recommended.

Q. I am not prepared to agree to that, that you must have been recommended, tell me whether you were or not, you know or do you not know, so say one thing or the other. Do you know whether you were recommended?— —A. From the results, I do, Mr. Chevrier.

Q. I am not asking you that; I am asking you whether you know or do not know that you were recommended for that promotion. That is a straight question.—A. I would say from the results, I do know.

Q. That is not an answer. Do you know whether you were recommended for the promotion or not? I am not asking you about any results.—A. To my own knowledge?

Q. To your own knowledge, of course?—A. I can only say, I presume I was recommended. I was not present when any recommendation was made.

Q. Did you ask for any recommendation?—A. Certainly I asked.

Q. Whom did you ask?—A. I asked the assistant secretary and the secretary.

Q. What did they say?—A. The assistant secretary referred me to the secretary, and the secretary said the matter would be taken under consideration.

Q. He referred it to somebody else? Do you know what the result of that was?—A. The result was I received a promotion.

Q. How were you notified of the promotion?—A. I think by letter; I am not quite sure. I think I received the usual notice.

Q. You think you received the usual notice? Are you quite sure that you hold this position to-day, or do you presume that you do?—A. It is very difficult to remember how I received the notice, but I must have received notice from the Commission that I had been promoted to the position of senior.

Q. You think you got notification from the Commission?—A. Yes.

Q. As a result of having first attempted to pass an examination and failed—I want to be honest with you, I want to get the facts on record straight. In what year did you join the service?—A. November 1, 1920.

Q. Where were you before that?—A. Just before that I was in Ottawa.

Q. Doing what?—A. I had been in hospital most of the year undergoing an operation for injuries received overseas.

Q. That was a result of overseas service?—A. Yes.

Q. How long were you overseas?—A. For three years.

Q. You were then laid up here as a result of overseas service for pretty nearly a year?—A. I came back in November or December, 1919.

Q. Before you went overseas, where were you; what were you doing? —A. I was in the service.

Q. Where?—A. At Val Cartier.

Q. You mean active service?—A. I was talking about the C.E.F. Before that, I was practising law in Alberta.

Q. How long did you practice law in Alberta?—A. From 1900 to the end of 1914.

Q. You were admitted to the Alberta bar when?—A. I was in the Northwest territories in 1900.

Q. Was that the result of the five-years' course in Arts?—A. No, after five years articles and passing the necessary examination.

Q. Do you hold any university degree?—A. No.

Q. Simply the law certificate?—A. Yes.

Q. What are your duties now on the examination staff?—A. I set such papers as are assigned to me and provide eligibles for the departments.

Q. Let us take that up one at a time. You state that the papers are sent to you to be set. Those papers cover what?—A. They cover positions in the immigration service, and the commercial intelligence service. I have set some papers in the penitentiary service.

Q. What is the nature of the papers that you set on immigration?—A. It depends on the nature of the position to be filled. For immigration inspector, a general paper is set consisting of some questions.

Q. Let us leave out the details and the nature of the questions. They refer to what positions?—A. Immigration guards and inspectors.

Q. Immigration laws?—A. Immigration guards, immigration inspectors, immigration officers, immigration women officers and so on.

Q. What is the nature of those examinations?—A. With the exception of the guards, the test is partly written. There is a rating on educational experience, and a certain rate is given. There is a written examination, and there is an oral examination.

Q. Let us not get too far afield. Let us take up the written examination. You set those papers?—A. Yes in the majority of cases; in some cases we get outside help.

Q. That is the advisory board?—A. No, in some cases, for instance, in examination for the position of principal woman immigration officer, the services of people who are expert in social service work are obtained.

Q. Who are they?—A. Professor Jackson of Toronto University, Professor Dale of the social service, and similar people are secured.

Q. You say that these people have practical experience of social service? —A. They are authorities on social service work.

Q. You appoint women whose experience is in that line?—A. A knowledge of social service work is required by people who fill those positions.

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Q. Have you anything to do with the setting of those papers, or do you leave it entirely in their hands?—A. Their questions are incorporated.

Q. In the questions which you prepare?—A. Yes.

Q. Who corrects the paper?—A. I wish to correct myself there. In some cases the paper has been set entirely—

Q. By whom?—A. One paper has been set entirely by the outside expert.

Q. And corrected by whom?—A. And marked by him. In some cases where questions are incorporated, the answer which that expert considers should be corrected, or his interpretation of the question is furnished by him to the Commission.

Q. And then you correct the rest?—A. Yes.

Q. How often does that occur?—A. I have several competitions a year.

Q. How often do you require help from the outside experts?—A. So far, twice.

Q. Twice a year?—A. No.

Q. On two occasions?—A. Yes.

Q. On the other occasions the work is done entirely by yourself?—A. Yes.

Q. Do you ever consult with the immigration officials in the department? —A. Certainly.

Q. How often?—A. If a competition develops I consult with the immigration authorities.

Q. How often?—A. In every examination.

Q. In every examination you consult with the immigration officials?—A. With the exception of immigration inspector and such positions as that.

Q. You do not consult with the officials of the department in these cases? —A. No.

Q. In your judgment it is not necessary?—A. In the judgment of the department also.

Q. Have you a ruling on that?—A. Not a written ruling, but I have been so informed by departmental officers.

Q. When you deal with a representative of the immigration department, does he set the papers in conjunction with you?—A. He may suggest questions.

Q. Is he there when they are corrected?—A. No.

Q. You correct the suggestions?—A. I may say that the questions he suggests are questions on immigration laws and regulations.

Q. Why does he suggest these, why do you not suggest them?—A. I could suggest them just as well, and very often I do.

Q. Do you do it as often as you do not?—A. Yes.

Q. Either way; what guides you in the matter?—A. I check the paper over.

Q. On every occasion?—A. With the exception of immigration inspectors and guards.

Q. You correct the whole paper?—A. Yes.

Q. You have nothing to do with the department?—A. No, not in marking the paper.

Q. Then it goes through in the same way as Mr. Bouchard has explained? You mark it and then you send it to the assistant secretary, and the assistant secretary sends it to the secretary?—A. Excuse me, I mark the papers, and I send them to the clerical branch of the examination branch, to Mr. Daley.

Q. Where does he come in on this chart?—A. The English clerical section.

Q. You send them to him?—A. Yes.

Q. What does he do with them?—A. He stores them in a vault—I beg pardon, I am going ahead a bit—he checks them off and then they are entered on an examination roll.

Q. What is the result of that?—A. Well, certain weights are attached in each examination to educational experience.

Q. Just a moment; have you not already done that, made your rating?—A. Yes that has been made.

Q. That is not final?—A. That is marked. I have also marked the written papers, and that is put on the examination roll.

Q. From that you can gather the result, whether a man is successful or not?—A. Whether he is to be called for oral examination or not.

Q. Who decides whether he is to be called for oral examination or not?—A. The roll is passed back to me, and I pass it to the chief examiner, the assistant secretary, in the usual manner, if there is only one position, and a large number of candidates who have made over the necessary percentage, say 60 per cent—

Q. The usual test is applied in the departments?—A. Yes.

Q. When those papers come to you as well as to the other examiners, do they give the name or just a number?—A. A number only.

Q. Then it goes to the secretary and is rated there, and if it is approved, it comes back to you in the usual channel?—A. No, it does not come back to me.

Q. It goes on the eligible list?—A. Yes.

Q. What experience have you had in immigration matters?—A. I lived in Alberta from 1892 until 1914. I was actually on a ranch for three years before I studied law; I was editor of a newspaper, and did journalistic work. I had to write articles on immigration to encourage the immigration situation, and I made a study of immigration and put people on the land.

Q. Do you consider that that is a sufficient knowledge of immigration matters to enable you to look after this work?—A. With my studies since, I do. I have studied the question of immigration and colonization.

Q. Since you have been in the department?—A. No, I always have.

Q. On that score, I think there are quite a number of Progressive members who would be eligible for your position?—A. I have no doubt sir.

Q. Commercial intelligence, how did you come to add that branch to your sphere of activities?—A. It is in the department of Trade and Commerce which has been assigned to me as examiner.

Q. What does that consist of?—A. The Department of Trade and Commerce?

Q. No, commercial intelligence?—A. It supplies the people of Canada, business people in particular with information regarding the possibilities of furthering Canadian trade with the outside world.

Q. You do not furnish that data, you furnish the men who furnish it?—A. Yes.

Q. How do you get the men?—A. By public competition.

Q. Do you set those papers?—A. I set those papers in conjunction with the department.

Q. In the usual way as you explained before?—A. Yes.

Q. And your knowledge of these conditions has been gained in the same way?—A. It has been gained by study.

Q. What particular studies did you make?—A. Personal study, by reading and by studying the situation, and general business knowledge.

Q. Since you have entered the department?—A. No.

Q. Now, then, it looks very much to me, without being disrespectful, that you accepted the situation and made a study of immigration matters and commercial intelligence matters before you got this job?—A. No, if you had edited a country newspaper in the west for some twelve years, you would know something about immigration matters. You would have to.

Q. I appreciate that, but I am not prepared to go that far on the commercial intelligence. What about the penitentiary experience?—A. I have had no penitentiary experience.

Q. I hope you did not think that I meant it that way?—A. No, I did not.

Q. What does your work consist of in that penitentiary line?—A. In supplying the eligibles for the various positions in the various penitentiaries.

Q. How are those selected?—A. By local competition, as a rule, without a written examination.

Q. Supposing now that you wanted to appoint a guardsman in Kingston, say, what would you do?—A. The penitentiary branch has, by special agreement with the Commission, its own system to a certain extent. It advertises the vacancies—

Q. Wait a minute. It has its own system?—A. In other departments the Commission advertises first, but with the penitentiaries—

Q. Right now, just a minute. In this department there is a special privilege that they do their own advertising?—A. Yes.

Q. Why was that special privilege granted there?—A. I was not in the Commission at the time.

Q. You cannot tell us?—A. No.

Q. Where is this advertising done?—A. The warden at Kingston has a vacancy, for instance, for a prison guard. He uses the civil service form of poster, with which he is supplied. He fills in there the classification and describes the qualifications and duties, and that poster is displayed in the post office at Kingston, the G.W.V.A., the Navy Veterans, and also in other public places.

Q. Do you advertise in the newspapers?—A. No.

Q. Then it is purely a local advertisement?—A. In the case of Kingston, yes.

Q. In other cases, is it local also?—A. I believe in St. Vincent de Paul, it is in Montreal.

Q. Would that just be advertised on the Island of Montreal?—A. In the city of Montreal, yes.

Q. Then it is done under the regulation which gives preference to locality?—A. I cannot tell you what the reason is, but it would probably be that.

Q. Now, then, what else do you do?—A. The posters state that the applicants must call on the warden in person. They fill in their applications; he gives them an oral examination. He has them medically examined. He forwards—after the expiration of the time for receiving applications—the applications, and the rating sheets of all examinations, to the superintendent of penitentiaries, with his recommendation.

Q. Where is he?—A. General Hughes, at Ottawa. It is forwarded then by the deputy minister to the Commission.

Q. With no action taken upon it at all?—A. No.

Q. Simply forwarded to him?—A. Yes.

Q. And then it comes to you?—A. Yes.

Q. What do you do with it?—I rate the candidates on education and experience from the facts contained in their sworn applications, and then calculate the numerical value to be given to the oral examination.

Q. Let us get that. The warden out there has looked these men over?—A. Yes.

Q. And has he asked them any questions?—A. He does.

Q. Has he embodied the answers on the sheet?—A. No.

Q. What expression does he give to that examination?—A. We have an oral examination rating form which is used.

Q. By the warden?—A. By the warden. It is used generally in all local competitions.

Q. Let me get that. The warden looks this man over and asks him a certain number of questions, and on the form which he has submitted to you, he has rated him down there.—A. Yes.

Q. And these forms are then sent through the usual routine and finally come to you?—A. Yes.

Q. What do you do with those?—A. I apply the weights to be given to the ratings.

Q. Explain that.—A. If I had a form—

Q. We can get along without that. You apply the weight?—A. Yes.

Q. What does that mean?—A. The warden does not give any numerical value to his estimate of a candidate, and he does not—

Q. Just a minute. Take St. Vincent de Paul. There are 47 men apply. The warden should see the 47 men. He has 47 forms. He reads every one of them—each form?—A. Yes.

Q. What result does he put there? What does he say on the form?—A. All he has to say on the form—there is a question "do you consider the candidate a suitable person for the position, yes or no." He can say "yes" or "no."

Q. Suppose he says "yes" on some of the forms, and out of the 47 forms you get "yes" on 30 of them. Is there any other question on that form?—A. No, there are no other questions on the form.

Q. Those 47 forms come to you, 30 of which are "yes," and 17 are "no." You disregard the "no's," and only take care of the "yes."—A. We look through the application forms and see them.

Q. Do you pay any attention to those he marks "No"?—A. We look through them all.

Q. What weight do you attach to the recommendation when he has said "no"?—A. We take it for granted the man is unfit for that position.

Q. Has it ever happened that you have taken anybody out of the "no's" and put them into the "ayes"?—A. It has happened—

Q. Just a minute. Just on that one question, whether the warden considers him fit or not?—A. Before proceeding to compile the result of his examination, the Commission has written the department. In one instance, it was to get a further rating or a further explanation of the reason why the warden marked a man as unfit.

Q. Now, the Commission writes to the department and makes inquiry into the 17 "no's."

Mr. SHAW: They may write.

The WITNESS: They may write.

By Mr. Chevrier:

Q. Does the department ever do that?—A. There was one occasion; there was an O. A. S. man rejected, and we inquired why.

Q. That is quite proper, but in most cases, leaving that one case aside, you look over the "no's" just to satisfy yourselves that you have looked over them all, but you have never with one exception taken one of the "no's" and put him in the "ayes"?—A. Not to my memory, no.

Q. Now, take the 30 "ayes"; what do you do with those?—A. We apply a scale—.

Q. Let me know what that scale is? Is it a rule, or a five pound weight, or what is it?—A. It is a weight. The warden does not give any numerical value to the applications of the men.

Q. No, he simply says "Tom Jones, yes."—A. No, there are five factors —.

Q. Give me the five factors.—A. I cannot remember them all. I would have to have a form here.

Q. Give me the totality of what the warden has given you.—A. Each of the five factors—

Q. On that form?—A. Yes.

Q. You did not say that. You said there was only one question.—A. There is only one question.

Q. What are the five factors?—A. I can give them to you roughly. One is "physical fitness;" the first one is "experience"—this is only roughly, mind you—the first one is experience which might qualify a man for the position. The second is alertness and intelligence—

Q. As the "joke book" says "agility"?—A. No, that comes under physical fitness.

Q. They say, "agility, probity, and integrity."?—A. Then there is a factor concerning his ability to control others and opposite each factor there are five grades.

Q. Each one is sub-divided into five?—A. No. I can show you on this (indicating a blank piece of paper) here (indicating) is factor 1; opposite there are five grades, "poor, fair, average, above average and very good." That is, we grade each factor and the warden places a cross opposite the grades which he considers the man to make with regard to each special factor. The warden does not, and the department does not know the values of those grades.

Q. Of each of those particular factors?—A. Yes. There is a way to test. The physical fitness may have a certain weight, say it is six out of 100, or 6 out of 10. Well, the man who grades "very good" in physical fitness would get 60, and a man who got average in physical fitness, would get, say, 36, and after applying these weights to the grades and figuring the numerical results, we get the total percentage of 100.

Q. And the man who gets the highest results is the man selected?—A. The man who gets the highest results in that, plus the highest rating on experience and education, as shown from his application, is placed on the eligible list.

Q. And he is sent to the warden, to take that position?—A. He is assigned.

Q. Has it ever happened that any of these men have been returned to you? —A. In very very few cases; there have been one or two.

Q. Just recollect well, because that is an important point in this information on that?—A. General Hughes and all the wardens, with the exception of one, are in town, and yesterday they stated they were very well satisfied with the men the Commission had sent them.

Q. Quite; can you give me the number of those who were rejected?—A. I cannot.

Q. Will you give me within any probability, so far as you can remember? —A. Well, I cannot recollect exactly—I can recollect two, but they were not rejected at once. I remember two cases where men were let out for breach of discipline after some months employment.

Q. Well, now then, do you think that the wardens themselves could not have selected the proper men?—A. I do not think I am called upon to give an opinion on that.

Q. I quite appreciate you follow out the law, I am not questioning whether you should follow out the law or not. I know you are wise and have got to follow the law, but you have your own opinion. You are a legally trained man. Can you say whether the same result of selecting the best man would not have been achieved by the warden exercising his own absolute unimpaired discretion? —A. Well—

Q. Do not look at Mr. Foran, answer my question.—A. I was looking at the Chairman. (To the Chairman) I do not think I should be asked to answer that question.

The CHAIRMAN: I think you are quite entitled not to answer it.

The WITNESS: I do not think I should answer it.

By Mr. Chevrier:

Q. Well, why will you not answer it?—A. Because I do not think I ought to answer it. It is a matter of opinion evidence only.

Mr. CHEVRIER: All right, but you know in your own legal mind that I am entitled to an answer.

By Hon. Mr. Marcil:

Q. You know that Canada sends representatives to various countries?—A. Yes.

Q. Has a knowledge of foreign languages ever been made a requisite in an examination for those positions?—A. It has.

Q. Which ones are mentioned more particularly?—A. At the last examination it was made a condition that two of the appointments—there were four in all—two should speak French and English, and be bi-lingual. As a matter of fact, three received appointments; three Canadians of French extraction received appointments.

Q. Does the same rule apply to immigration officials dealing with immigrants coming to the country?—A. In some cases they require interpreters, and there a knowledge of Russian, Norwegian, Yiddish, Polish, and so forth, is required.

Q. No French?—A. No requirements that they should speak both French and English in regard to the immigration guards and immigration inspectors. The men are transferred back and forth in the summer season.

The CHAIRMAN: I would like to ask you one question.

Q. You have the selection and the appointment of the trade commissioners for the Trade and Commerce Department?—A. I hold the competitions.

Q. What class of competition do you arrange for men to represent Canada in these Departments?—A. There is a competition out for the position of junior trade commissioner. The man has to go through one or two years training before he is sent outside of Canada. There is the usual rating on educational experience, and there are two papers set on trade knowledge and general knowledge.

Q. That is all the examination that he passes before he goes into training?—A. Yes, except that those who secure the necessary percentages are submitted to an oral examination.

Q. I am then correct in assuming that the question of a man's personality is not part of his examination when he enters the Trade and Commerce Department?—A. The question of a man's personality?

Q. Yes.—A. Certainly, it is. An oral examination by an advisory board, is held where the candidates who received the required percentages on education and experience, and written examination, present themselves; and certainly personality and manner is taken largely into account.

Q. Who judges as to the personality of these applicants?—A. I will give you an example of the last board. The advisory board consisted of Mr. Gordon Edwards; Mr. Alfred Lambert, of Lambert & Company, in Montreal, and Mr. Field, British Trade Commissioner of Toronto. They were the members of the board.

Q. Then the examination board brings in an outside advisory board?—A. Often does.

Q. In the case of trade commissioners?—A. In that case, they do always.

By Hon. Mr. Marcil:

Q. How is this advisory board chosen—by any special method?—A. The examiner in charge of competition gets men who are eminent in their profession, or in business, and submits names to the Commissioners, for approval, and the board is approved by the Commission.

Q. Has it been customary to exclude those who are actively engaged in politics on one side or the other?—A. Not to my knowledge. I never had that suggestion.

Witness discharged.

Mr. MARTELL: Before you proceed, Mr. Chairman, I wish you would direct Mr. Foran to bring down for my information and the information of the Committee all the papers relating to the appointment of Mr. A. B. Muddiman, as a trade commissioner.

Hon. Mr. MARCIL: I suggest we adjourn now. We have been here since 10 o'clock.

The CHAIRMAN: I would like to say I do not favour an adjournment. Some of these gentlemen are yet here, and I do not think Mr. Chevrier will need to take so long with the balance. I would like very much, indeed, to get this list cleaned up. Mr. Martell only has a short question.

Hon Mr. MARCIL: We have other matters to attend to. I missed two other committees this morning to stay here.

The CHAIRMAN: Well, you have missed them now.

Hon. Mr. MARCIL: I have other things to attend to.

The CHAIRMAN: Is it the wish of the Committee to try and complete this list?

Mr. RINFRET: How many witnesses have you got?

The CHAIRMAN: We have five of them left.

Mr. SHAW: Let us go as far as we can until one o'clock.

The CHAIRMAN: That would be my desire. Bring the next witness.

Mr. CHARLES GARRETT, recalled and examined.

By Mr. Martell:

Q. You were present here and heard the questions I directed to the previous witnesses as regards being interfered with by senior examiners and the taking away of papers. What have you to say in regard to that? Have you any personal knowledge of it?—A. I have no knowledge of that at all.

By Mr. Chevrier:

Q. I did not quite get your name, please?—A. Mr. Garrett, G-a-r-r-e-t-t.

Q. You are one of the senior or junior examiners?—A. Senior examiner.

Q. You look after what papers?—A. My main work is attending the advisory boards.

Q. Do you set any papers?—A. I have set them, but that is incidental.

Q. What are your duties with reference to attending the advisory board?—A. An advisory board, as Mr. Kemmis just mentioned, in the case of the junior trade examiner was held in some cases—in very many cases—to rate the educational experience of candidates from their sworn applications.

Q. Let us take it this way. Every time an advisory board is appointed, for what purpose, you attend?—A. I have not attended all advisory boards; I have been on my vacation, but that is my main work.

Q. When you are there, your duty is to attend the meetings of every advisory board?—A. When I am summoned.

Q. There are cases where you are not?—A. There are cases where I have been away, or have been ill.

Q. Let us get busy; let us get busy. When you were not ill but attending to your duties, if during that time an advisory board is called it is your duty to attend that advisory board?—A. Yes, I attend all advisory boards now. I did not always do that.

Q. What are your duties in reference to that?—A. My duties on that advisory board? When technical members are invited to act, they act without any financial reward of any kind. The most eminent men in the country in these particular lines are invited by the Commission; they act for the good of the public, and do their duty. There is a representative from the Department, and myself present, from the Commission, and my particular duty as an examiner is that from constant association in reading applications and in interviewing men, and cross-examining them, I naturally have had the opportunity to develop the proper analysis of a man's qualifications, but when the advisory board is rating the technical men, I am subsidiary altogether—I am merely there to report, but I can be of great assistance in calling their attention to points they overlooked, and seeing that the civil service law is kept in every respect, and is not broken.

Q. All right, let us keep it there. So you are in a sense a sort of a supervisor to the advisory board—you direct the advisory board?—A. I conduct it.

Q. They listen to your recommendations?—A. I make no recommendations. The technical men have the whole say in such cases.

Q. What do you say? What is your say in that—if they have the whole say?—A. I am there to call their attention to points they may have overlooked. Owing to the nature of my experience I naturally, as I have already explained, make note of things that they may have overlooked, and bring them to their attention.

Q. Wait a minute. Do not give us all of that. Any time the board sits—no matter whether it is for the appointment of an astronomer, or a highly trained technical electrician, or a lawyer, or a medical man—anything of that kind—you sit there and advise the board?—A. No, sir, I sit there to advise the Commission; I am only there to report and get their recommendation.

Q. But on every one of those you are present to advise them because of your vast experience and your constant—A. I am there to give them the information they require, which I can give them, in regard to the Civil Service Act. For instance, in regard to residential preference, overseas preference, disability preference, and all those points as laid down by the Act. A good many of the gentlemen acting on these boards, very prominent men, may not have served on a board before—.

Q. When a board sits if they would judge a man to be properly fitted for a position, you would say to them "you cannot appoint Mr. so-and-so, because of his residential qualifications being in default?"—A. If they are making a recommendation which I know from my knowledge of the Act is illegal, I would be wasting time if I did not point out that the recommendation would be useless.

Q. You are there as a legal adviser and general supervisor? Are these boards sworn?—A. The members sworn?

Q. Yes.—A. No.

APPENDIX No. 5

By Hon. Mr. Marcil:

Q. And do they come to Ottawa?—A. Yes, they are drawn from all parts of the country. The Commission has no funds to pay them. They are invited to act, and they come, and they have devoted a whole day's time in some cases; there is one occasion where they devoted five days' time, without recompense.

By Mr. Shaw:

Q. At their own expense?—A. The Commission pays their travelling expenses.

By Mr. Chevrier:

Q. Look here now. There are two things. You act there in a technical capacity too? Do you also assist the advisory board in passing on the qualifications of these men?—A. No; I have never voted at these advisory boards.

Q. You have nothing to do except purely see that the civil service law is followed out?—A. That is the idea; to point out what they may have overlooked and any little point which I know from my personal knowledge.

Q. Have you anything to say about the rating of candidates?—A. No.

Q. So you are there purely and simply to assist them in the interpretation of the Act?—A. Yes.

Q. And you have nothing to do with the rating of the candidates?—A. No.

Q. Nothing whatever?—A. Not in the final say.

Q. You have nothing to do with the selections, but you have something to do in saying "if you do this, you are not following out a certain section of the Act", but you do not interfere in the selection?—A. No.

Q. What is the "vast experience" that you have had? How long have you been on the board?—A. I have been with the Commission since March 11, 1918, when I returned from overseas.

Q. Previous to that were you in the Commission?—A. No, sir, I was overseas.

Q. How long?—A. 29 months.

Q. And previous to your going overseas, where were you?—A. I had several months training in Canada.

Q. I mean previous to your war record—to your entering the forces?—A. I was doing advertising and journalistic work.

Q. Where?—A. In Montreal, and previous to that, in New York.

Q. On what paper?—A. The Montreal Herald.

Q. How long were you on the Montreal Herald before going overseas?—A. I went there in December 1914, and I enlisted from there on the 2nd of February, 1915,

Q. What were you doing on the Herald?—A. I was writing advertising copy, looking after write-ups for the motion picture end, the report of the motion picture field, and when I was taken on in the first place to take charge of a copy service they were going to start for the whole city.

Q. How did you get into the Commission?—A. I came back from overseas and naturally as I had been disabled, and I could not very well go back to my work, I applied and put in an application.

Q. For what?—A. For work in the civil service, and without having met anyone of the Civil Service Commission, or communicating with any one of them, I—

Q. That is not challenged.—A. (continuing)—One day I received a letter asking me to report for an interview to Mr. Foran. I reported to Mr. Foran, the secretary, and he was satisfied with the various experience I had had. The Act had just come into effect—the new Act—

Q. Just on that. You interviewed Mr. Foran, and the next step—what was it? Were you taken into the service?—A. I was taken in temporarily.

Q. Did you get through any examination?—A. Yes, two.

Q. After or before going in?—A. As a temporary?

Q. Yes.—A. I could not have had any chance to take any examination before, because I had just come out of the hospital.

Q. So the moment you came out of the hospital you interviewed the Commission, and the next moment you were taken into the service?—A. As a "temporary".

Q. Without going through any examination?—A. There was no opportunity for examination.

Q. Because you were taken in the next day, and the opportunity was kept away from you. How long were you in the service of the Commission before you were submitted to the test?—A. I took the first examination,—I think it was in November of the year I came in—

Q. When did you come in?—A. March 11th, 1918.

Q. So from, March until November you had submitted to no examination? —A. No.

Q. What examination did you submit to?—A. Senior clerk.

Q. Carrying a salary range of what?—A. A minimum of $110 monthly.

Q. What did that examination consist of?—A. That examination consisted of practical questions on office methods, and office machinery and appliances used in the efficient conduct of any business; in the writing of letters, and rating on educational experience, papers on spelling, and hand-writing.

Q. Was this just one of the aspects of the paper, or was there any other —just office duties of what kind? Was that the examination?—A. Well no; the other papers were on rating for educational experience, I understand, and dictation to show your spelling and hand-writing.

Q. What was the result of that examination?—A. I was successful.

Q. How many competitors were there at the time, do you remember?—A. I do not remember, but I think there were some 1,600 or 1,800.

Q. And what was your rating outside of your returned soldier preference? —A. That I do not know. I was never enough interested in that examination, as I wished to get something better. I never accepted a permanent appointment through that examination.

Q. Can you tell me the rating for the next examination?—A. Yes. I attached a great deal more importance to it.

Q. As a result of that examination did you get your rating?—A. No, I did not take a permanent appointment under the first examination.

Q. Did you take any other appointment?—A. Yes. I had become intensely interested in the workings of the Civil Service Commission.

Q. When did you get in there?—A. March 11th, 1918.

Q. When did you take that next examination?—A. The first examination was held for the appointment of a junior examiner, I think; I sat in November, 1919.

Q. That is a second examination?—A. Yes.

Q. For what?—A. For junior examiner.

Q. And consisted of what?—A. Technical questions.

Q. Of what nature?—A. We were asked to outline, for instance, the scheme of examinations for various positions, and the matter of obtaining, examining and grouping ideas of the candidates in regard to the manner in which the examinations should be conducted, the various methods, and the purpose or use of written and other examinations.

Q. Do you remember what your rating was?—A. Yes.

Q. What was it?—A. I think it was 79.3 per cent.

Q. Outside of your preference?—A. Outside of my preference, I came first.

Q. And with your overseas preference that gave you—A. The overseas preference was not needed.

Q. But if you qualified, the law passed you first.—A. I had the good fortune to come first without using the overseas preference.

Q. You came first without your overseas preference?—A. I had that pleasure, sir.

Q. And the others with overseas preference came in after you?—A. Yes.

Q. Then you were placed as a junior examiner in 1919?—A. No; the appointment was 1st of January, 1920.

Q. As junior examiner?—A. Yes.

Q. When did you take up the position as an advisor to the advisory board? —A. About two years ago, I cannot give you the exact date.

Q. What salary do you carry now?—A. There was a reclassification of the position, according to responsibilities and duties that we actually performed, in the reorganization of the examination branch, and the class of duties. Our duties naturally had changed, and there was a reclassification of the work, and I applied for reclassification for the newly created position of senior examiner. I was granted the reclassification.

Q. To what does that carry you now?—A. The average was allowed—

Q. What does that carry to?—A. That is an initial salary of $2,400.

Q. And it goes to what amount?—A. $2,700.

Q. Before you joined the Herald, what education did you have, what are your degrees?—A. My education was Matriculation and extra-mural work.

Q. In what university?—A. Cambridge. I attempted to take the London University Extra-mural course.

Q. But you got your matriculation at—A. For Cambridge.

Q. After that?—A. I taught for a short time and studying extra-mural work.

Q. In what place?—A. West Indies, Jamaica.

Q. In what course?—A. I was preparing pupils for junior matriculation, rather that corresponding to junior matriculation in this country.

Q. For how many years?—A. Two years.

Q. After that?—A. I went to the United States and worked in the Crucible Steel Company, New York. I went in as a clerk; I took the first I could get, being a stranger, and worked up to being in charge of the Foreign Exchange work in the Export Department till I left to come to Canada.

Q. And then you came to the Herald?—A. Yes. During that time, I attended the Cooper Union, and took a physics and chemistry course. I was trying for the degree in chemistry.

Q. Did you come to Ottawa to enlist?—A. I was never in Ottawa before my enlistment except for a two days visit while in the army.

Q. What was your first appearance in Ottawa?—A. To reside?

Q. Yes.—A. My first appearance was, I think, when I came from the Hospital at Kingston, about 5th December, 1917.

Q. In 1917 you came to Ottawa?—A. I was in the hospital.

Q. When you submitted to those various examinations, was there any thing there about export trade conditions and the like between various countries; did that enter into your range of activities?—A. At the time?

Q. Yes.—A. No sir.

By Hon. Mr. Marcil:

Q. As to the advisory boards, I understand your duties consist in getting those boards together and instructing them as to what their duties are under the law?—A. Yes.

Q. The members of those boards are not sworn?—A. No sir.

Q. They are selected by the Commission themselves?—A. Yes sir, in the method that Mr. Kemmis outlined. We keep a sort of Who's who of the different technical lines. These men are told that they must act without fear of favour, and not allow themselves to be influenced by their relatives or wives' relatives. With men of their standing, I do not think we have ever done that.

Q. So that the rule that blood is thicker than water does not apply?—A. I do not know of anybody on the advisory boards having any relationship with any candidates.

Q. No instructions are given to them on that point?—A. No. Of course, that is just my own outline of the duties of the board.

Q. You explained their duties under the Act?—A. They are asked to rate the technical qualifications of the applicant, and in the case of an oral interview, they outline and discuss the lines of the oral examination they are going to conduct, and the candidates are called in and given that oral examination.

Q. They report direct to the Commission?—A. Their reports are made to the Commission.

Q. They can accept or reject them?—A. Yes sir. I do not sign that report.

By Mr. Parent:

Q. Can you read French, or understand it?—A. I can read French, and get along as well as I need by derivation for instance from the Latin roots and get an idea of it.

Q. You can take a book in French and read it over?—A. Yes, a novel, not a technical work with technical terms.

Q. Where do you go to meet those advisory boards? Do you go with certain questions prepared to be submitted to the candidates?—A. Do I take questions?

Q. Yes.?—A. I have no idea what line an advisory board is going to take, each one is a new problem. It depends upon the members of that board what line they will take. They are practical men in that line of business or technical men, and I do not know what line they will take.

Q. They prepare the questions themselves?—A. I get them started, and explain any point of law in the Civil Service Act. I am guided entirely by the provisions of the Act on my dealing with them. Some of them do not know anything about the Civil Service Act.

Q. Are they all written examinations?—A. No sir, they are business examinations, such as business men would conduct in rating the applications of men after advertising the positions. They cross-examine them to get an idea of their personal qualifications and perhaps their personal fitness, apart altogether from their technical knowledge.

By Mr. Chevrier:

Q. Do you do that cross-examining?—A. No sir, that is left to the technical men.

By Hon. Mr. Marcil:

Q. Was the reason for appointing those advisory boards that they should secure men with a technical knowledge which the Commission themselves did

not possess?—A. It is to get outstanding men who have no affiliations that we know of.

Q. But possessing technical knowledge?—A. Yes.

Q. I see in the list the names of plumbers. I suppose the idea of getting those people is to secure technical knowledge?—A. The more important positions only. They would not have it in the lower grades.

Q. They appoint these advisory boards to secure information for the Commission which they themselves cannot very well obtain because of the technical knowledge required?—A. No sir, I do not think that is the reason. We have technical men in certain lines in the Commission, but for the Commission to assume an arbitrary stand in passing on the technical qualifications of candidates would possibly be going too far, and they get the assistance of those men outside the Commission who are not retained by any fee, and are absolutely independent in giving their opinion.

By Mr. Chevrier:

Q. Is the advice of those boards accepted generally?—A. Yes sir, so far as I know. They give their reasons and their rating, and file a detailed report.

Q. Any instances of rejection?—A. I can only recollect one instance.

Q. You do not know what that instance was?—A. Yes, I think I can remember it; it was the case of the chief inspector of dredges at Sorel.

Q. The information was not satisfactory?—A. No, it was a matter of residence. It seems so far as I can remember, that the work was concentrated at a certain point, and the residents in that vicinity under the residential preference clause in the Act would get the preference. The man they regarded as best qualified was not in the district.

Q. There are certain appointments that are allotted to districts for which a man from another district cannot apply?—A. Under the preferential residence clause, competent men from a particular district for work which concerns that district get a preference over any one else, and outsiders can only be brought in if nobody is found competent in their district.

Q. These are rules fixed by the Commission?—A. No, sir, I think that is the residential preference given by the Act.

By Mr. Parent:

Q. Have you any statement as to what it has cost for those various advisory boards, since the passage of the Act?—A. I do not have that, sir.

Mr. PARENT: You can get that statement and give it to the Committee.

The CHAIRMAN: Mr. Foran will get that.

Mr. FORAN: We have the statement ready.

The Committee adjourned until March 23.

FRIDAY, March 23, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 o'clock a.m., the Chairman, Mr. Malcolm, presiding.

The CHAIRMAN: Mr. Rinfret, would you care to make a report on the meeting of the sub-Committee held last night. You might explain to the main Committee the organization of the sub-Committee.

Mr. RINFRET: The meeting was for the purposes of organization. It was moved by Mr. Shaw and seconded by Mr. Copp that we first call the duly appointed representatives of the different civil service organizations, as

witnesses, local organizations to be heard first. It was moved and seconded that at the next meeting of the sub-Committee, a complete programme for the calling of witnesses be outlined. It was then moved and seconded that all correspondence from individuals relative to the working of the Civil Service Act be placed in the hands of the Chairman for further consideration.

The CHAIRMAN: We will proceed with the hearing of the examiners.

RODERICK MORGAN recalled and examined.

The CHAIRMAN: Do you wish to take up the examination of Mr. Morgan, Mr. Chevrier?

By Mr. Chevrier:

Q. What are your duties Mr. Morgan?—A. Do you wish me to explain in details, Mr. Chevrier?

Q. You are one of the examiners on the civil service staff?—A. Yes, sir.

Q. Are you senior or junior?—A. Senior.

Q. What do you deal with, what departments or papers do you deal with?—A. The departments of Marine and Fisheries, Railways and Canals, and the Patent and Copyright offices.

Q. You set all the papers for these three?—A. No, sir, only certain sections.

Q. What sections?—A. As are assigned to me. For instance, there may be stores' clerks, supplies' clerks.

Q. You set the papers for all such examinations as are assigned to you?—A. Yes.

Q. By whom?—A. By the chief examiner.

Q. Is there a principle on which that is conducted, or is it left to his discretion?—A. No, there is a general principle.

Q. In order to save all details, just tell me why you get certain portions, and why you do not get other portions?—A. Certain examiners, for instance, examine shorthand and typing.

Q. You get these?—A. No, I do not get these.

Q. Tell us what you get?—A. I generally get papers dealing with office practice, office organization, filing and indexing, and also general papers, arithmetic sometimes and practical questions for stores' clerks, supplies' clerks and ordinary clerks.

Q. As a senior examiner, you get those?—A. Yes, sir, not because I am senior examiner.

Q. Who gets the other portion?—A. Well, there are eleven examiners, and they all have some work to do.

Q. That is the work that is assigned to you?—A. Part of it.

Q. You get all the papers on office practice that are assigned to you?—A. I set practically all of them.

Q. Office practice in connection with the Marine and Fisheries and Railways and Canals Departments?—A. In connection with all departments.

Q. All departments of the service?—A. Papers on office practice.

Q. In all departments?—A. There are usually general examinations.

Q. What is the nature of these—office practice?—A. Yes.

Q. Would you set the papers on office practice in the Marine and Fisheries, Railways and Canals and the Finance Departments?—A. Yes, sir.

Q. On filing and indexing?—A. Yes, sir.

Q. In all of the departments?—A. Yes, sir.

Q. What particular work would you have to do with reference to the Marine and Fisheries department?—A. That partly.

Q. And what else?—A. I am also in charge of all appointments or rather recommendations for appointments.

Q. All recommendations for appointments?—A. In the Marine and Fisheries department.

Q. From a junior clerk to one of the higher paid officials?—A. No.

Q. Well, what is your range?—A. All appointments except those which are dealt with by the advisory boards as explained by Mr. Garrett yesterday.

Q. As I understand it, that would be all those appointments except those of a technical nature where the advisory board is called on?—A. Yes.

Q. In the Department of Railways and Canals what is your jurisdiction? —A. The seasonal appointments on the canals.

Q. Seasonal appointments there only?—A. There are some permanent, there are very few of these.

Q. Some permanent. Of what nature would these permanent appointments be?—A. Clerical, mostly.

Q. Would they go up to any high range?—A. Principal clerk.

Q. Carrying a maximum salary of—A. $2,280.

Q. In the copyright branch what jurisdiction would you have?—A. Generally the clerical staff. The engineering staff is usually appointed by the advisory board.

Q. Would you have to deal with all the staff of the copyright branch except such appointments as are dealt with by the advisory board?—A. Yes, sir.

Q. What are some of the appointments in the copyright branch that you have to deal with, leaving out the higher ones?—A. There is only the clerical staff, including the accountant's staff, and the engineering staff.

Q. The engineering staff you have nothing to do with?—A. No, except to arrange for the advertising of positions and the gathering in of applications.

Q. Would you have to deal with the appointment of copyright examiner? —A. No.

Q. That falls within the engineering staff, is that right?—A. Yes, sir.

Q. You are a returned man?—A. Yes, sir.

Q. How long have you been with the Commission?—A. Since February, 1920.

Q. Before joining the Civil Service Commission where were you?—A. I had not long been demobilized.

Q. I beg your pardon?—A. I had not long been demobilized.

Q. When did your war record start?—A. May, 1916.

Q. From 1916 until when?—A. The fall of 1919.

Q. You were with the Canadian Expeditionary Forces?—A. Yes, sir.

Q. Then you were one year out?—A. No; I joined the Commission in February, 1920.

Q. Previous to joining the Army, where were you?—A. I was a minister of the Presbyterian church in Canada.

Q. You were one of the ministers of that church?—A. Yes, sir.

Q. How long were you occupied in that capacity?—A. Three and a half years.

Q. Where were you stationed?—A. In the province of Saskatchewan.

Q. How old are you?—A. 37 years.

Q. What University did you attend?—A. Edinburgh.

Q. The Edinburgh University?—A. Yes, sir.

Q. That is in Scotland?—A. In Scotland.

Q. Do you hold any degrees?—A. I am an M.A.

Q. Have you had any experience in connection with the duties of the position you now hold with the Civil Service Commission, outside of the

experience you have gained in the Civil Service Commission?—A. You mean practical experience?

Q. Yes.—A. No, except my own private experience.

Q. In the Marine and Fisheries Department. If I understood you right, I think you said you dealt with recommendations for appointments?—A. Yes.

Q. What appointments are those?—A. Generally the outside service and the clerical staff of the inside service.

Q. That covers a wide range. What is the nature of those duties?—A. Many of those positions are filled from general examinations.

Q. You say from general examinations?—A. Yes.

Q. Do you set those papers?—A. Some of them.

Q. What papers do you set?—A. Office practice, and questionnaires on education and experience.

Q. Office practice in the Marine and Fisheries?—A. Yes, sir.

Q. Were you ever in the employment of the Marine and Fisheries department?—A. No, sir.

Q. What other papers do you set in the Marine and Fisheries department?—A. Only those I have already explained, general papers.

Q. Those are purely connected with the clerical staff?—A. Yes.

Q. What do you mean by "clerical"?—A. Clerks, stenographers, store clerks, principal clerks, senior clerks.

Q. How did you get into the Civil Service Commission?—A. By a competitive examination.

Q. In what year?—A. In 1920, February. I took the examination in October, 1919.

Q. Were you aware of what rank you took, the civilian marks?—A. I beg your pardon.

Q. How many marks did you make, how many points did you obtain on that examination?—A. 66 per cent.

Q. That put you where?—A. Third.

Q. On the civilian list?—A. No, I was not on the civilian list.

Q. It put you third, with 66 per cent?—A. Yes.

Q. Therefore there were two ahead of you?—A. Yes.

Q. But by reason of the soldiers' preference under the law that gave you third rank?—A. No, I was third, the two ahead of me were also returned men.

Q. Were there any civilians that competed, that you know of?—A. I don't know; I expect there were.

Q. What happened the other two that were ahead of you?—A. They were appointed.

Q. They were appointed?—A. Yes.

Q. Before you, or after you?—A. Before me.

Q. And you got the third appointment?—A. Yes, sir.

By Mr. Rinfret:

Q. Just to make that clear, were they appointed to the Civil Service Commission also?—A. Yes, sir.

Q. In the Bureau where you are?—A. Yes.

By Mr. Chevrier:

Q. Who are they?—A. One is Mr. Garrett, who appeared before you yesterday, the other is Mr. Muddiman.

Mr. CHEVRIER: I think that is all, as far as I am concerned.

By Mr. Rinfret:

Q. Will you give me this information, please; do you get a great number of examination papers at one time, on a special matter?—A. No, not very many.

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Q. Let me put it another way. Suppose you did, or suppose you do, are those papers separated between two or three examiners, or do you deal with them all yourself?—A. I have been assigned a portion of them.

Q. I understand another examiner would also get a portion?—A. Yes.

Q. Then your marks are put up against his marks, without any further word put upon those papers?—A. Yes.

Q. Would that be it?—A. Yes, sir.

By Mr. Chevrier:

Q. One more question. In setting these papers do you confer with the departmental officers?—A. Not for general papers.

Q. For what papers do you confer with them?—A. For papers required for promotions where there are written examinations.

Q. In papers for promotions and written examinations you confer with the officials?—A. Yes, on the duties of the office.

Q. Who corrects the papers?—A. Both of us.

Q. The departmental representative and yourself?—A. Yes.

Q. Is that right?—A. Quite right.

Q. Both of you together?—A. Sometimes.

Q. I think that varies from your first answer. I gathered from your first answer that it was always; now it is sometimes?—A. I did not say always.

Q. Do you always confer together?—A. If I prepare the papers myself after consulting with the department, I mark them, and if there are some questions I cannot answer myself they are marked by the department.

Q. So there are questions the answers to which you would not undertake to verify?—A. Yes.

Q. You leave them to the discretion of the departmental officer?—A. No, they are checked.

Q. By whom?—A. By the examiner.

Q. If I understand it right, you say sometimes you are unable to pass upon an answer?—A. Yes.

Q. Please correct me if I am wrong; in your own mind and conscience, as a conscientious man, you say you are not able to pass upon all of them, and those you pass on to the departmental officer, and the departmental officer marks them and they are checked by you?—A. Although I cannot give an answer to the question, I can give a relative rating.

Q. But that would be on the duties of the office?—A. Yes.

Q. And one where you would refuse to correct and which you would hand over to the departmental officer would be a question of departmental work?—A. Largely.

Q. And it would go to the head of the department, who would verify it?—A. How do you mean, would verify it?

Q. After a departmental officer had marked it?—A. I said it would be checked.

Q. By whom?—A. The examiner.

Q. Which examiner?—A. The examiner in charge of the department, in this case myself.

Q. It looks to me to be somewhat peculiar. You first object to correct the answer?—A. No, I do not object to correct the answer; I say I am unable to give an answer to the question.

Q. That is worse. You say you are unable to give an answer to correct it; you are unable to correct an answer, and you pass it on to an official of the department, the official of the department makes his writing or corrects the answer and hands it back to you for verification?—A. No.

Q. What for?—A. Checking.

Q. What is the nature of the checking you do?—A. I might look over the answers and see if they are marked relatively.

Q. After you have been unable to answer them yourself?—A. I can tell the marks given to any one question.

Mr. CHEVRIER: That is all I want to know.

The CHAIRMAN: Let him finish his answer, Mr. Chevrier.

Mr. CHEVRIER: I have no objection.

WITNESS: I can take one answer to one question and see what the departmental examiner has given to it, what value he has given to it, and I can take up the other book and compare the answer.

By Mr. Chevrier:

Q. What book?—A. If there are more than one.

Q. If there is more than one examination paper, you would check up that answer with another?—A. Yes.

Q. Who would correct that?—A. The same official.

Q. So that you would compare the 2, 3 or 4—say it was question No. 4 you were unable to pass upon, and that he had marked all of those answers, you would take all questions No. 4, compare them and see if they had obtained all the same marks?—A. To see if they were relatively marked.

Q. Upon something as to which you had very honestly said you were unable to pass in the first place?—A. I think that is possible.

Mr. CHEVRIER: I think that will do, sir.

By Mr. Shaw:

Q. There is just one question I would like to ask; you are looking over these papers subsequently I take it, for the purpose of checking the relative marks? —A. Yes.

Q. In order that, if something has escaped the examiner, you will be able to catch it?—A. Yes.

Q. Can you tell us whether or not the officials of the department who do the examining are sworn, like yourself?—A. No, I do not think so.

Q. But do you know whether they are or not?—A. I am not sure, but I do not think so.

Q. Do you always get the same officials in the department to do the examination work?—A. In the same branch, yes, sir.

Mr. FORAN: There was one question Mr. Martell was very anxious that these witnesses should all answer; perhaps Mr. Chevrier will ask this question. The question is as to whether any Commissioner or higher official ever got an examination paper and marked it. That was his object in asking these examiners to come here; he said at the time that that was the only question he wanted to ask of them. As he is not here this morning, to avoid the necessity of calling these witnesses again, I would like to suggest that some member of the Committee should ask that question.

Mr. SHAW: It might be well to do that, as Mr. Martell wanted to have the question asked.

Mr. CHEVRIER: I did not pay much attention to it at the time; I would like to find out what he wants.

A MEMBER: There was another question that was asked, that was, whether they ever had consultations with the Commission.

Mr. FORAN: Yes, those were the two questions.

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By Mr. Shaw:

Q. You heard the questions addressed by Mr. Martell yesterday to all the examining staff of the Commission, did you?—A. Yes, sir.

Q. What have you to say to those questions?—A. I have no knowledge of any such circumstances.

Q. Has anybody communicated with you or instructed you as to what evidence you were to give before this Committee?—A. No, sir.

Q. Has there been any interference with you, by the Commission or anybody else, in connection with the examination of or the marking of papers?—A. No, sir.

Q. Or the improperly securing in any way examination papers for marking purposes while under your control?—A. No, sir.

By Mr. Chevrier:

Q. Here is the question: "Do you know of any cases where people were applying in a competitive examination, when you were the examiner, and some other officials came and asked if so and so were candidates and took the papers and examined them?—A. No, sir.

Q. Then they did not take the papers away from you?—A. I do not know of any such case.

Q. Did you have any such conversation, or talk the matter over with any members of the Commission as to what evidence you were to give?—A. No, sir.

By the Chairman:

Q. You had no such conversation?—A. No, sir.

By Mr. Rinfret:

Q. You were notified that you were to come here this morning?—A. Yes.

Mr. CHEVRIER: You are one of the examiners in the Marine and Fisheries department. Probably if Mr. Martell were here he would want to recall you.

The CHAIRMAN: This witness may be recalled if necessary.

WILLIAM S. WATSON, recalled and examined.

By the Chairman:

Q. What is your position with the Commission?—A. I am a junior examiner.

By Mr. Chevrier:

Q. I will ask this question of Mr. Watson. Do you know of any cases where people were applying in a competitive examination, when you were the examiner, and some other officials came and asked if so and so were candidates and took the papers and examined them?—A. No, sir.

Q. Did you rehearse this evidence before, and did you know what evidence you were to give?—A. No, sir.

Q. What are your duties?—A. I am one of the junior examiners.

Q. You set the papers in what department?—A. I have the competitions for the Department of Customs and Excise.

Q. That only?—A. Yes, sir.

Q. Only that department?—A. Yes, sir.

Q. What is the nature of the examinations you set?—A. The competitions are divided of course into promotions and local, and in the local competitions we have written examinations.

Q. Let us take the promotions first; those are written examinations?—A. Not in promotion, pardon me. In the promotion competitions there have been examinations, where a written examination was held.

Q. Which one carries the most writing, the local or the promotion?—A. That is difficult to say.

Q. Now let us take the promotional examinations; you deal with the promotional papers in the Department of Customs and Excise all over Canada?—A. Yes.

Q. Promotional examinations of all kinds?—A. Yes, sir.

Q. From the lowest grades to the highest grades?—A. Yes, sir.

Q. What is the nature of that examination?—A. In the promotional?

Q. Let me put it this way; if there was an examination in Vancouver, you would not attend in Vancouver?—A. No, sir.

Q. How would it get to you?—A. You are referring now to the promotion competitions?

Q. Yes.—A. The positions are advertised, and applications are received by the collector; he fills in the promotional rating sheets; we have two for each candidate.

Q. Will you produce those sheets; we had something about the penitentiary wardens. Will you produce the ones you have mentioned?—A. Yes. There are two; the first one deals with the candidate in his present position, the second deals with his fitness for the new position.

Q. Let us see how he does that. Part of that examination consists in finding out the candidate's present standing?—A. Yes.

Q. The other, his fitness for the position he is seeking?—A. Yes.

Q. What does the collector do to find that out?—A. He rates the candidates as he sees fit, and forwards the application forms with his sheets to the inspector.

Q. Of that division?—A. Of that district, and the inspector in turn rates the candidates on similar sheets, and he in turn forwards the complete report to the department at Ottawa, and the department forwards it then to the Commission.

Q. Who does it reach when it gets to the Commission?—A. It comes to me.

Q. Direct, or does it go to somebody who distributes it to you?—A. It comes in with the mail, and a record is kept of all application forms received by the Commission, and it then comes to me.

Q. What do you with it then?—A. Numerical values are attached to these reports or ratings, and they are worked out.

Q. Who is responsible for those numerical values; who has to set that standard?—A. I don't know. They were in operation when I joined the Commission.

Q. That is a hard and fast rule; you apply this test?—A. Yes.

Q. Just as one would measure cotton by the yard?—A. Yes.

Q. You have no discretion in the matter?—A. No, sir.

Q. You apply these arbitrary measures to the Inspector's report?—A. And the Collector's.

Q. Then what do you find?—A. Those two ratings are taken and averaged: they are all compiled and put on a report form and sent in to the assistant secretary with a recommendation that the man with the highest rating should be promoted.

Q. You strike an average between the ratings given by the collector and the inspector?—A. Yes, sir.

Q. Then you send in a report?—A. Yes.

Q. When you struck an average between the two, did you ever consider what the effect of it was, whether it gave effect to the inspector's recommendation, or whether it destroyed it in any case?—A. Of course, the inspector makes no recommendation to the Commission; he may to the department, but I do not know.

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Q. The appointment is made purely and simply on striking the average?—A. Yes.

Q. So that in a number of cases, by striking an average, that average might reduce one of the men whom the inspector had rated rather high?—A. Yes, sir.

Q. That is the result of a purely mechanical operation?—A. Yes, sir.

Q. That takes in the whole of the process by which the appointment is made?—A. Yes, sir.

Q. In local appointments, what do you do?—A. If we have already no eligibles, and the position cannot be filled by promotion, we advertise, and we have a written examination except where the salary is very small.

Q. What is that?—A. We have a written examination.

Q. Who sets the papers for those written examinations?—A. I do.

Q. These local appointments carry a salary range of how much?—A. There are quite a few classes of Customs and Excise clerks and examiners, from $960 to $1,500.

Q. What is the highest range of salary with which you have to deal?—A. $1,500.

Q. Most of those examinations are written?—A. Yes, sir.

Q. Do you ever consult with the officials of the department in the setting of those papers?—A. No, sir.

Q. What is the nature of that written examination; is there a portion of the paper which relates to the duties of the office, and another portion which relates to educational capacities?—A. There is nothing regarding the duties of the office.

Q. Because it is a first appointment?—A. Yes.

Q. How long have you been with the Commission?—A. Since the first of March, 1921.

Q. How old are you?—A. Thirty years.

Q. How did you get into the service of the Commission?—A. By a competitive examination in December, 1920.

Q. Are you a returned man?—A. No, sir.

Q. Before joining the Civil Service Commission where were you employed?—A. I was teaching in Montreal.

Q. Where?—A. On the outskirts of Montreal.

Q. In the primary, secondary or model schools?—A. It was a boarding school; I had charge of the matriculation work.

Q. Junior or senior?—A. Junior.

Q. Do you hold any university degrees?—A. I am a graduate of Toronto University.

Q. What is the nature of the degree?—A. I am a B.A. in Arts.

Q. How long did you teach in those schools?—A. I was two years in a school in Montreal, and I had four years' teaching experience before going to the university.

Q. From the time you graduated in Toronto until the time you joined the Commission, what was the lapse of time in between?—A. Two years.

Q. Which you spent at teaching in Montreal?—A. Yes, sir.

Q. In preparing pupils for junior matriculation?—A. Yes, sir.

By Mr. Garland:

Q. In a competitive examination, if you have three vacancies and you have, say, fifty trying the examination, do you always take the first, second and third for those positions?—A. Yes.

Q. What position does number 4 take; is he first after that?—A. He would be first for the next vacancy.

Q. You never jump down to the second?—A. No.

By Mr. Rinfret:

Q. You recommend that it be done that way, but is it not a fact that the Commissioners have a discretion to act otherwise?—A. Yes, sir.

Q. Have you ever known them to do so?—A. I cannot recall anything at the present time.

By Mr. Shaw:

Q. What salary do you get?—A. $1,920.

Q. From what range?—A. $1,800 to $2,280.

Q. How many years will you have to be in your present position to get your maximum salary?—A. Three years more.

By Mr. Rinfret:

Q. I understand you deal with the Customs applicants?—A. Yes, sir.

Q. Suppose there is a demand for a position in the local Custom House in Montreal, will that be advertised?—A. If we have no eligibles on our list already.

Q. I wish to begin at the start. It would be advertised?—A. Yes, sir.

Q. You would get a certain number of applicants?—A. Yes.

Q. They would be called upon to pass written examinations?—A. Yes, sir.

Q. And they would come to you?—A. Yes, sir.

Q. You would revise those papers?—A. Yes, sir.

Q. What would be the questions put to those men; what is the nature of the questions put to those men?—A. There would be questions on perhaps letter writing or report filing, and a large amount would be arithmetic, the greater portion would be arithmetic.

Q. Would you take into consideration alone those papers, or would there also be a recommendation by the local Customs chief officer in regard to those men?—A. In every local competition we ask the Department to have one of their representatives or officials interview the candidates and conduct an oral examination.

Q. Do I understand that you meet the candidates and pass judgment upon them?—A. To submit a report on each of the candidates.

Q. A report of what kind?—A. The same as was mentioned yesterday in connection with appointments in the penitentiaries.

Q. As to physical fitness?—A. Yes.

Q. And general deportment?—A. Yes.

Q. In what proportion do those recommendations figure in the final result, as regards the examination papers?—A. Thirty per cent.

Q. That is, the recommendation of the chief officer or inspector in Montreal? —A. Yes; that is in local competitions.

Q. Have you had cases where the recommendation of the local officer has been rated higher than thirty per cent?—A. Perhaps you misunderstood me. The complete examination is divided into three parts, the written examination, the oral examination, and the candidates' rating on education and experience.

Q. We understand that, but that gives a certain number of points?—A. Yes.

Q. Would there be cases where the 30 per cent allotted to the local officer would figure higher than that percentage, or, in other words, would there be cases where on account of a very strong recommendation from the local officer that would rank higher or weigh more than a general result?—A. I do not know sir, I cannot recall that.

Q. Would that be possible under the law?—A. That would be pretty hard to say; it would depend on all the ratings.

Q. How would you deal with such a case if it came before you? I will make myself clearer. You would have a list of certain applicants, and as a result they would rank 1, 2, 3 in order. You would also have the recommendation

from the local officer that, perhaps, No. 3 was in his estimation a very high class man, and that he would strongly recommend that he get the appointment anyway. Would it be in your jurisdiction then to rank that recommendation higher than the general figures on the marking?—A. No, sir.

Q. You would not do that?—A. No, sir.

Q. You could merely submit the case to the Commissioners, and would they have the discretion to do that?—A. That would be for them to answer.

Q. I certainly will ask them, but you would not be in a position to reply to that question?—A. No sir.

The ACTING CHAIRMAN: Any other questions, gentlemen?

By Mr. Hughes:

Q. Would you be in a position to refer it to them?—A. I could do that, sir.

Q. You would pursue that course with such a case?—A. Yes.

By Mr. Garland:

Q. Coming back to the question I asked you a little while ago with regard to these competitive examinations, where you say there were three vacancies, and the first three got the positions.—A. Yes.

Q. And then you said that the fourth would come first?—A. Yes.

Q. And it was necessary that the fourth should get the position created by, say a death of somebody. Could you drop down to say, the twentieth? Who has the power to make that change?—A. We could not. We have to take them in order.

Q. Always?—A. Yes.

Q. Any exceptions?—A. Only if there are special qualifications required.

Q. Would not the competitive examination cover that?—A. I do not think so.

Q. You do not know of a case where the fourth man was overlooked, and say, the seventeenth appointed?—A. No.

By Mr. Drummond:

Q. Could that be done at all?—A. No, sir.

By Mr. Chevrier:

Q. Well, Mr. Watson, I do not mean to infer that it has been done, but it could have happened without your knowing it—if it were in the Department of Railways and Canals, for instance, where you have nothing to do with it?—A. Oh, yes. I understood this gentleman (indicating Mr. Garland) was referring to my own department.

Mr. GARLAND: I was referring to the Customs department.

The ACTING CHAIRMAN: Anything else, gentlemen?

By the Chairman:

Q. I would like you to give us an explanation of how you proceed in the ordinary rural constituencies where there are, say, one subcollector and one or two preventative officers, and a vacancy arises. How would you proceed to fill this vacancy?—A. It is advertised—

Q. How?—A. In the usual way, by posters, sent to the nearest post office, the Great War Veterans' Association, and the Navy Veterans, and goes through the usual procedure of a written examination, and an oral examination, by a departmental officer.

Q. These written examinations are sent to whom?—A. They are held under supervision of our supervisor, or sometimes we arrange for a local man to supervise for us.

Q. Is he an employee of the department?—A. No, sir.

Q. How is he chosen?—A. Mr. Daly looks after that. I am really not in any position to say.

Q. Are these examinations written in English, or both languages?—A. In either, according to the wishes of the candidate.

Q. Do you require a knowledge of the two languages in the province of Quebec?—A. Not unless the department asks for it. The posters, however, are always displayed in both languages.

Q. Do the papers of the examination appear in both languages?—A. I prepare them in English, and they are translated into French by the Head French examiner.

Q. Do you require from the candidate a knowledge of both languages?—A. Not unless it is asked for by the department.

Q. Does the department ever ask for this?—A. I recall one instance, the case of a junior clerk stenographer in St. Hyacinthe.

Q. But it is not customary?—A. No.

The ACTING CHAIRMAN: If there are no other questions, we will call another witness.

The witness discharged.

STANLEY G. NELSON, recalled and examined.

By the Acting Chairman:

Q. You are a junior examiner?—A. Yes, sir.

Q. In what department?—A. I have all competitions in the Public Works department, the Seed Branch of the Department of Agriculture—

Q. Anything else?—A. Formerly the Department of the Naval Service, and there are still some matters that come up in that department which are brought to my attention.

By Mr. Chevrier:

Q. Before we proceed with that, I might ask you Mr. Martell's question. Do you know of any case where people were applying for competitive examination when you were an examiner, and some other official came and asked if Mr. So-and-so, or Mrs. So-and-so, or Miss So-and-so, were a candidate?—A. No, sir.

Q. (Continuing)—wait a minute—and take the papers and examine them?—A. No, sir.

Q. Did you rehearse this evidence with anybody before coming here?—A. No, sir.

Mr. GARLAND: Is that a fair question, Mr. Chairman?

The ACTING CHAIRMAN: I do not see that there is anything wrong with the question.

Mr. RINFRET: I may say that we had the reply before the objection was made.

Mr. CHEVRIER: That is the reason I was wondering why the objection was made. He has answered.

The ACTING CHAIRMAN: I do not see that there is anything wrong with the question.

Mr. GARLAND: I do not see how the evidence can be rehearsed, if they do not know what questions will be asked of them.

The ACTING CHAIRMAN: He always has the last answer.

Mr. GARLAND: It looks to me like a waste of time.

Mr. CHEVRIER: Thank you.

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By Mr. Chevrier:

Q. As I understand it, Mr. Nelson, you are one of the junior examiners in the Seed Branch of the Department of Agriculture?—A. Yes, sir.

Q. What examinations do you set?—A. The majority of appointments of the Seed Branch have been of a technical nature, highly paid positions.

Q. They are of a technical nature?—A. Yes, and the appointments have been made by advisory boards. There are, however, some junior positions, such as junior seed analyst and seed analyst, and clerical positions.

Q. Now, when the advisory board is called upon to pass on one of these positions, have you anything to do with that advisory board?—A. I have nothing to do with the advisory boards recommendation.

Q. Do you attend the meetings?—A. In some cases.

Q. And when you attend, what do you do, if you do anything?—A. I take no active part whatever in the matter of the selection—that matter is entirely—.

Q. Just a minute. Supposing there were a meeting of the advisory board. You can go or you need not go, is that right?—A. We have the regular examiner, but on occasions he is glad to have one of the other members attend.

Q. You have another examiner?—A. Yes.

Q. Does he attend the advisory board?—A. I think Mr. Garrett told you he was the regular board examiner.

Q. He attends all meetings?—A. Yes.

Q. Why do you attend?—A. I would not attend unless Mr. Garrett asked me to.

Q. Take the case where Mr. Garrett asked you to attend. Why would he ask you to attend?—A. I have had some considerable training along that line, and Mr. Garrett might think I could bring out points that he would overlook, but I would not act in any technical capacity whatever.

Q. He just asks you to sit there. Would you make any observations? Would you speak?—A. I might, on occasions.

Q. What effect would your remarks have on the selection of the candidates? —A. I would not flatter myself that they would have any.

By Mr. Rinfret:

Q. Why would they have you there then?—A. For the same reason that the regular examiner would be there; to see that the law was carried out in every respect.

By Mr. Chevrier:

Q. You would help Mr. Garrett to help the Commissioners—well, that might be another aspect where there is a lot of red tape that might be cut out. What other duties have you to perform as a junior examiner?—A. Well, there are the three grades of competition, the local competition, promotional, and these general competitions.

Q. Very well. Let us take the promotional. The promotional examinations you would deal with all over Canada?—A. In this department.

Q. In the Seed Branch, of the Department of Agriculture?—A. And the Public Works.

Q. That is your sphere of activity all over Canada?—A. Yes.

Q. Supposing you wanted to appoint a seed analyst, what would be the procedure?—A. I may say—.

Q. First of all, what is the range of salaries? Do you know the range of salaries of the seed analyst?—A. $600 for the junior grade and $900 for the analyst.

Q. What is the range?—A. $600 to $900, and $900 to $1,380.

Q. Tell us now what the procedure would be so far as you are concerned for the appointment of the seed analyst—a senior seed analyst for instance?—A. Just this week we are advertising in the Gazette for the two grades, junior analyst and seed analyst. Well, I have the preparation of the advertisement and I have to arrange the scheme of examination.

Q. What will that examination consist of—wait a minute. I will not ask you that, because that is not fair, but give me your practice previously, and what you have done in former examinations? What was the scheme of examination that you used in the former examinations for a similar position?—A. There would be a written paper on practical questions.

Q. Who sets the written paper?—A. In the past the department has set some of the papers.

Q. Well, say out of one hundred papers how many would the department set?—A. Well, I am afraid—

Q. Well, about? I would not ask you to be absolute. You are speaking from recollection now. Have you any idea?—A. Yes. The department has set in every instance the technical papers required.

Q. In every instance where a technical paper is required, it has been set by the department?—A. Yes.

Q. Has that department any recognized official for that purpose?—A. It had; it has not at the present time.

Q. It has not at the present time?—A. No.

Q. We are concerned with the present law. When did the change occur?—A. I may say that for these present appointments in the case of this position now advertised, the examination branch of the Commission has set the papers.

Q. That is the present law. The time when the department set up the papers is gone, is that right?—A. Not necessarily.

Q. Tell me if it is still the actual practice that in certain cases the department sets the papers?—A. The policy followed is that the examination branch will set them if they feel qualified; if they do not, they certainly would not attempt it.

Q. If the examination branch felt that they were qualified to set the paper, they would do so, but if they felt that they were lacking in that qualification, they would not attempt to set the papers?—A. That is it.

Q. And then they will be set by the department?—A. Or some other outside examiner.

Q. Who decides whether your examination branch are qualified to set the paper or not? Just because of their own honesty and integrity and probity?—A. No. In a matter of such import I do not think the examiner will attempt it unless he feels he is competent.

Q. Who are the examiners?—A. I am the last, but one; you have had the other nine here.

Q. Who is the man who may place his hand on his conscience and say "I do not feel I am justified in setting that paper"?—A. I do not think I get the drift of your question—

Mr. CHEVRIER: Well, there are some—

By Mr. Rinfret:

Q. Are we to infer that the department would be more competent to set the paper than the Board of Examiners, because when it is too hard for you to do it. I understood you to say that you asked the department to do it in your stead. Is that the situation?—A. We do not pretend to be able to set technical papers.

Q. In other words your answer is "Yes," to my question. That is the case, when you feel that you have not the competency to prepare the examination papers, you ask the Department to do it in your stead?—A. If the Advisory Board does not make the selection.

By Mr. Chevrier:

Q. In other words, there are two cases now where you can be eased out; first, by the advisory board if the job is too big for you, and second by the department, if the job is too big. Now, what other papers do you set?—A. General clerical papers.

Q. Now, what is your age?—A. Twenty-seven.

Q. How long have you been in the employ of the Commission?—A. Since January, 1921.

Q. Are you a returned man?—A. No, sir.

Q. How did you get into the Civil Service Commission?—A. Competitive examination.

Q. For a junior?—A. Junior examiner.

Q. What marks did you get?—A. I was never given my marks. I believe I came first in the examination.

Q. You believe you did?—A. I know I did.

Q. If you know it, say so. You came first in the examination?—A. Modesty made me put it that way.

Q. I was just going to say, do not let modesty interfere with you here. You came first, and obtained the first appointment?—A. Yes.

Q. Before entering the Civil Service Commission where were you employed, or what were you engaged in?—A. I was attending the university.

Q. What University?—A. Queens.

Q. Did you obtain a degree from Queens University?—A. B.A.

Q. And immediately upon obtaining your degree you entered the service? —A. No. My health was poor, and I was at home for some considerable time.

Q. How long was that?—A. For the space of a year.

Q. So that the experience which you have now was gathered whilst you were in the Civil Service Commission?—A. And previous education and training along that line.

Q. What do you know about seeds. Did you ever study seed outside of botany at the university. Can you tell the difference between flax and wheat? —A. Yes, sir, I can.

Q. Are you an expert in seeds?—A. I don't know that I would go that far.

Q. What do you know about the Public Works?—A. That is a pretty broad question.

Q. Well all the better, to give an answer.—A. I don't know just what detail you want.

Q. What is your work in connection with the Public Works?—A. There are a host of local competitions.

Q. For positions as what?—A. Various lower grade positions, such as caretakers, elevator operators and also for engineers.

Q. Do you set the questions for those examinations?—A. Those examinations are of the same nature that the previous examiner mentioned, as regards oral examination.

Q. What are the ranges of positions in the Public Works that you deal with? —A. These lower grade positions start at $60 a month, $65, $75, $80 up to $90 and $110.

Q. Now, when these ratings come to you, you apply the iron rule?——A. That is laid down for us.

Q. I am not blaming you. The regulations show you have to do it and you do it?—A. Yes.

Q. And the appointment is the result of applying this iron rule?—A. Apart from the men who are affected by the Overseas Active Service preference.

Q. The overseas service?—A. Yes.

Q. I have no other question.

By Mr. Martell:

Q. How long have you been in the department?—A. Since January, 1921.

Q. In the course of the examination conducted by Mr. Chevrier you said some of your duties were to examine engineers in the Public Works department. What sort of engineer do you mean? Mechanical, civil, electrical or what?—A. Mechanical and civil mostly.

Q. Are you a civil engineer?—A. I have not conducted any examinations for positions of that nature.

Q. You said that that was a part of your work.—A. We make those appointments. I have nothing to do with the actual selection that is made by the boards.

Mr. MARTELL: In other words you would not know anything at all about mechanics, very little about civil engineering in any shape or form, and what would you know about the structure of a dredge?

Mr. SHAW: You are suggesting something, and he cannot answer the question.

Mr. MARTELL: If you are counsel for the commission it is all right.

Mr. SHAW: I object to this gentleman making any such reference to me.

Mr. MARTELL: You have no right to interrupt me, I am asking a question.

Mr. SHAW: He says "You don't know anything about those things."

Mr. MARTELL: You are sitting in the capacity of a judge. What right have you to object to my question. You are interrupting and taking a stand just as if you were counsel for the other side.

Mr. SHAW: I don't know what you are counsel for.

The ACTING CHAIRMAN: I think it will be advisable to leave out the argument if possible. The argument will take us nowhere because it will not convince any one. I think you should give the witness as clear a question as possible.

Mr. MARTELL: I am giving one and my learned friend interrupted me before I had a chance to complete my question.

The ACTING CHAIRMAN: The question should not contain any argument.

Mr. MARTELL: The Chairman can rule.

Q. You are not a civil engineer, you are not a mechanical engineer yet you deal with engineering positions.—A. I said the selection for these positions is made by the advisory board.

Q. You have set papers for them.—A. No, not all.

Q. You have not?—A. Not at all.

Q. What is your function as regards engineering positions?—A. I have complete charge of the competition for such positions as occur in the Department of Public Works. There is a very considerable amount of work involved apart from the selection, but when it comes to the selection, the advisory board that we call in makes the recommendation.

Q. The papers all go through to them?—A. Yes.

Q. Supposing an engineer is wanted on a Public Works dredge?—A. The department—

Q. Does it come through you?—A. All positions aboard ship are exempt from the operation of the Act.

Q. What sort of engineers for the public service do you examine for the Public Works department?—A. Mechanical engineers and civil, mostly.

Q. Mechanical and civil?—A. Yes.

Q. Do you put your imprimature on any of the papers before they get to the hands of the Commission?—A. I don't make any recommendation in those cases where the advisory board sits.

Q. But you concur or non-concur?—A. No.

Q. You simply submit the papers and say "These are papers I got from so and so"?—A. Simply submit the papers to the Commission for their consideration.

Q. You say from the time you graduated from the university up to the time you got into the civil service you were in no other employment?—A. No.

Q. What year did you graduate?—A. I graduated in 1918 and was back in the university in 1919.

Q. How did you come into the service?—A. I have already answered that.

Q. I was not here and I did not hear it?—A. I came in by competitive examination.

Q. Under the new Act?—A. Under the new Act.

By Mr. Shaw:

Q. I just want to ask one or two questions. What salary do you get in your present position?—A. $1,920.

Q. What is the range of the salary?—A. $1,800 to $2,280.

Q. In what time will you get the maximum?—A. Two years from this April I should reach it.

Q. Let me see if I understand your duties correctly: So far as clerical examinations and matters of that kind within your knowledge and within your own educational experience you set the examinations and mark the papers, is that correct?—A. Yes.

Q. With regard to technical examinations, do I understand that you sometimes call in an advisory counsel?—A. In which case the advisory counsel makes the selection.

Mr. MARTELL: I submit my learned friend is leading the witness.

By Mr. Shaw:

Q. Just simply state if I am wrong because I want to know. I am not so partisan but what I can inquire for information.

Mr. MARTELL: Sometimes it is good to be a partisan. At least it shows ability.

By Mr. Shaw:

Q. If you do call an advisory committee, an advisory counsel, whatever you call it do I understand your duty would be the same as Mr. Garrett explained his duties to be yesterday?—A. Precisely the same.

Q. These men are called in for the purpose of recommending the appointment?—A. Yes.

Q. Can you tell me whether or not recommendations are taken?—A. I think in practically, every instance.

Q. Do you know of any instance of your own knowledge where they were not taken?—A. I am familiar with the case of Mr. Garrett mentioned yesterday.

Q. Was that a case about a returned soldier?—A. Residence qualification.

Q. In the event a technical position is to be filled and you do not call in an advisory board, then do I understand correctly that an official of the department sets the examination for that particular position?—A. Yes, sir.

Q. And does he mark the papers?—A. Yes, sir.

Q. Now, can you tell me whether or not that official of that department would have to take the same oath that you take or do you really know?—A. I really could not say.

Q. In your negotiations with the various departments involved, do you meet the same men all the time?—A. The same men.

Q. In the Department of Agriculture for instance, or the Seed Branch, there is one particular man whose business is to do this work?—A. Yes.

Q. Similarly with the Public Works Department and the Naval Branch?—A. Yes.

Q. And these men come in contact with you continually in the course of your duties?—A. Yes.

By Mr. Brown:

Q. Take a concrete case. Last Fall the Department of Agriculture advertised for twenty, I think, seed and feed inspectors. Would the examination for these positions come under your supervision?—A. Yes.

Q. How would these examinations be conducted?—A. In the first instance, when all the applications had been received, they were rated for education and experience in the Commission. Then the applicants meeting the requirements were referred to the local boards for the oral examination.

Q. Local boards throughout the country?—A. Local boards throughout the country, and these local boards consisted of the Commission's representatives.

Q. They would be the Commission's representatives?—A. Our supervisor in the centre, and technical agriculturalists.

By Mr. Chevrier:

Q. Have you a supervisor in all these districts?—A. Well there are men who regularly conduct examinations for us, if necessary.

Q. In these districts?—A. In various districts throughout the country. It was only in the larger centres that this examination that I am referring to was held.

Q. You have a man in the district to hold these examinations?—A. You understand, Mr. Chevrier, that the men who conduct all our examinations are the men to whom I am referring. When we hold examinations they are held in every little centre throughout the country.

Q. Are those paid officials of the Commission?—A. Yes.

Q. You had the different men we spoke of. Now is there a supervisor in district X?—A. No, he has no duties other than to conduct examinations.

Q. Canada is divided into how many districts, so far as your work is concerned, in regard to seed and feed experts?—A. There are six.

Q. What are they?—A. British Columbia, Alberta, Saskatchewan, and Manitoba, Eastern Ontario, Western Ontario, Quebec and the Maritime provinces.

Q. Where is the Quebec supervisor to-day. Is he in Quebec or where?—A. He has his own private business. He simply conducts our examinations.

Q. The supervisor is a gentleman who resides in that particular district. He may be a general merchant, he may be a doctor or anybody?—A. Yes.

Q. How is he appointed?—A. I have no knowledge of that.

Q. Who would know?—A. I presume the Commission would.

Q. Who is the supervisor in that district, in the district of Quebec?—A. Father Aubert of Laval University. I think he is the registrar of the university.

Q. If there is a seed analyst to be appointed in Quebec, Father Aubert would conduct the examination?—A. He would act as chairman of the examining board.

Q. For the appointment of a seed inspector or anything at all, or in any examination?—A. He is not acting in a technical capacity.

Q. What is he acting for?—A. He makes the arrangements. He gets in touch with the men we ask sim to and he convenes the board meeting.

By Mr. Brown:

Q. Who was the examiner in the district I spoke of, Manitoba and Saskatchewan.—A. The registrar of Manitoba university, Mr. Spence.

By Mr. Garland:

Q. You said with regard to the man who was presiding, the examiner at this place,—the question was asked you—it might be a question of any person. It is not likely a doctor would be free to sit on those examination proceedings. —A. No, I don't think so. It is just our regular men, who ever happen to be there.

Mr. CHEVRIER: Just as much as Father Aubert sat in connection with the application of seed inspectors or cattle inspectors or in any other capacity.

By Mr. Garland:

Q. I would move at this stage that the Committee be furnished with a list of supervisors and the jurisdiction over which they work.

Mr. FORAN: I might say at this juncture that in our annual reports you will find a list of all persons who have acted as our examiners at the various sections throughout the year.

By Mr. Brown:

Q. I think that is all I will ask him.

By Mr. McBride:

Q. Can you give us the name of the examiner in the Maritime provinces.—A. Yes, it was Mr. Soloan of the Normal school. He is our representative.

Q. The Normal school where?—A. Truro. And Professor Trueman of the Agriculture department sat on the board.

By Mr. Martell:

Q. What remuneration do these men get?—A. No remuneration.

By Mr. Brown:

Q. I presume this board will sit at Winnipeg, Mr. Spence, and the other gentlemen were the Committee?—A. Yes.

Q. That board will report to whom?—A. To the Commission.

Q. Direct to the Commission, not through you at all?—A. Immediately the report is received in the Commission it will come to my office.

Q. And you will forward their report to the Commission?—A. Yes.

Q. Do I understand these men in the different provinces conduct their own examinations?—A. Yes. The technical agriculturist in each case and the supervisor from the university and the district feed and seed inspector and a representative of the Great War Veterans Association.

By Mr. Chevrier:

Q. In answer to Mr. Shaw you said that an official of the department corrects the papers. Take a case where an official of the department corrects the papers, what happens to it then after the departmental official has corrected it? He sends it to whom?—A. In addition to papers sent by the departmental official there would be questions of education and experience or a rating on it by the advisory board.

Q. That report of a departmental officer. Let us deal with it; what happens?—A. It goes to the head of the clerical section for the compilation of the marks.

Q. And there again it goes through the application of the iron rule.—A. There is no iron rule in such case, other than certain weights given for educational experience, and for practical questions.

Q. Different weights of the Civil Service Commission. You have to apply to that the weights, as the expression was used yesterday. You have to rate these various papers according to the standard which you have been given to measure them with?—A. The weights that have been laid down by the Commission.

Q. As a result of that, maybe you can say, maybe not, has the recommendation of the official of the department been concurred in or has it been turned down?—A. In such cases he makes no recommendation other than the results of the paper.

Q. But he gives them a certain rating?—A. Yes.

Q. Now, he may rate one 96 and another 94 and right along, but he makes no recommendation. That is right.—A. Yes.

Q. As a result of the test that goes on, how often has it happened, if you know, that the one who was marked 96 may have been reduced, and the one who was marked 85 brought up? Or in other words that his result has been reversed. Let me put it in a shorter way.—A. I think I understand.

Q. Well you can say? Maybe you cannot say. I am not going to press it if you say you cannot, but it is possible it would be overruled by applying this test and striking an average?—A. I think before that was done some investigation would be made.

Q. Are you sure about that? Are you provided with any machinery whereby a search could be made?—A. As far as I am concerned I know I would give it further investigation.

Q. Have you ever done so?—A. Yes.

Q. Can you ever recollect an instance. Don't give me the name, but I will take your word for it.—A. Yes, many instances.

Q. In many instances you have made investigations, to find out when the papers came back and you found out the top man did not get it, you made an investigation to see, why?—A. I don't know that I could refer particularly to the written examinations you are mentioning but in the case of ratings I am quite sure that would be done.

Q. Who would give the rating as distinct from the ones you have been talking about?—A. The local officer.

Q. In the case of ratings given by the local officer, you say that investigation would happen, whereby his rating has been reduced or increased?—A. Before his rating would be finally overturned some further investigation would be made.

Q. When you had doubt you made an investigation?—A. Yes.

Q. As a result of that investigation how often was his rating reversed or conferred in on an average? Out of 100 cases how often was it conferred in? Was it concured in more often than it was refused?—A. I have not enough specific cases in mind to give an opinion on that. I simply know it is done.

Q. You handle a certain number of cases?—A. Yes.

Q. You cannot tell me whether the proportion is greater of the cases that have been turned down, where the ratings have not been turned down?—A. The investigation I think in most cases would bring out that the departmental officer had some special reason that was not brought forth in the rating and that his recommendation was quite in order.

APPENDIX No. 5

Q. To sum it up, where is the weight? Are the reports of the official, both as to ratings and corrections more often concurred in than not?—A. I think they are more often concurred in.

Q. More often concurred in than not? Of course after that has come to you it goes through the same process of going to the head examiner and the secretary and from the secretary to the commissioners and back again for assignment?—A. Yes.

By Mr. Martell:

Q. How long usually occurs between the time of advertising the position and the closing of the applications?—A. Just three weeks.

Q. Do you know of a case where you had wanted two men in connection with Bee Division, that the advertisements were issued on Tuesday and the applications closed the following Saturday?—A. I have no knowledge of any such cases.

Q. Would you say it was not so?—A. I would not say that, but in local competitions, Mr. Martell, that does not apply, that three week's rule. The posters are just displayed for a period of eight to ten days.

Q. What do you mean by a local competition? You mean competition for promotion with the service?—A. No, I mean for any centre outside of Ottawa.

Q. Supposing you wanted two men for bee division here and you advertise on Tuesday and close the applications on Saturday for that, do you think that is fair to the men, say, from Nova Scotia and British Columbia? Is that giving them a fair opportunity to apply?—A. No such case has ever come to my attention.

Q. Would you not say there was such a case as that in the case of the appointment of two men out here?—A. I could not say.

Q. Do you know anything about fixing the time which must elapse?—A. No, that is arbitrary. The Commission fixes that.

By Mr. Chevrier:

Q. What determines the change in the ratings when you get these reports? Something must be brought to your attention to have these ratings changed or investigated. Who determines that?—A. The examiner does that on his own initiative.

Q. By the examiner you mean yourself or anybody else?—A. Yes.

Q. He is the only one that decides whether an investigation into the ratings should be had?—A. If he did not do it the head examiner no doubt would demand it.

By Mr. Simpson:

Q. Were you born on a farm?—A. No.

Q. Have you had training in agricultural products?—A. No, but I specialized in biology in the university.

By Mr. Martell:

Q. You took your degree in biology with honours, I suppose?—A. Yes.

By Mr. Chevrier:

Q. Is that just a degree from the B.A. course or the one you followed in the B.A. course?—A. It is the only course that is given in biology.

By Mr. Martell:

Q. You have a right to specialize in your last two years?—A. Yes.

By Mr. Brown:

Q. Might I ask, in order to find out, how the examination system works out? If we might be furnished the details of the examination for feed inspector,

the character of the questions that are asked. These would not be both written and oral, I presume?

Mr. FORAN: Yes, we will be glad to furnish that. You might explain to the committee to what extent you examine candidates for the seed branch. Of purely technical subjects you have nothing to do with that. A. I hope I made that clear.

Mr. FORAN: Mr. Nelson is not a seed expert. In the case of papers for the seed examination, the papers would have been prepared under the selection of Mr. Clark.

Mr. CHEVRIER: I would move that we be furnished with the complete set of papers and documents relating to the appointment of seed grain analysts in cases where there is an advisory board, or the advisory board advising; in cases where the departmental officials deal with it alone, what he does, if he sets any papers, the nature of the papers he has set in the past examinations and the rating sheets, showing how it is rated.

The ACTING CHAIRMAN: Can we have that to apply to all the departments instead of to one branch because I am interested in seeing how apointments are made in other departments.

Mr. FORAN: We will be glad to give you a memorandum as to the various steps taken from the time the application is made, in connection with all these applications.

Mr. CHEVRIER: And the set of papers that go with the formal examination.

Mr. FORAN: Yes.

Mr. MARTELL: Will you do that in the case of legal appointments, light-house-keepers, and so on? Submit copies of your papers?

Mr. FORAN: Yes.

Mr. SHAW: I understand Mr. Foran will take a typical case or one case, so that we can follow an actual case.

Mr. FORAN: Simply chart the procedure from the time the requisition is produced until the position is filled.

Mr. BROWN: I would like to know the qualifications required for those positions, whether they require expert knowledge of seed, or simply a general knowledge.

Mr. MARTELL: While we are on that point, I would like to refer to the case of A. B. Muddiman. I asked for a memorandum in regard to that case, and the memorandum I have received is in no way complete. It states that three men were selected and put on the eligible list and that they were all subsequently given the position of junior trade commissioner. I would like to know the nature of the written examination which was given in this case, and I would like to have a statement as to the number of years' residence of those men in Canada; also as to their knowledge of the fishing industry and of the methods in which fish are packed; also as to their knowledge of the method of packing apples, and their knowledge of the different provinces of Canada.

Mr. GARLAND: Do you want their politics?

Mr. MARTELL: I do not want their politics, but if you want them you will get them.

Mr. FORAN: Mr. Martell raised the question concerning Mr. Muddiman yesterday, and I brought a memorandum dealing with the examination in which he was a candidate and giving the names of the successful candidates. Now that he has been a little more specific as to his real requirements, we will be very glad indeed to bring down the information he has asked for.

By the Acting Chairman:

Q. Have you anything to do with the advertising of vacant positions?—A. Yes.

Q. You mentioned that in some cases, for instance in the case of the seed analyst, an advertisement is placed in the Canada Gazette. Is it placed at the same time in the Post offices and in other places?—A. Yes. We have large posters that are sent around to all the post offices, employment offices, and various associations.

Q. Are all vacancies in the public service inserted in the *Canada Gazette*? —A. Just the positions in Ottawa, and the more important positions outside.

Q. That is fixed by a rule of the Commission?—A. All positions in Ottawa must be advertised in the *Gazette*.

Witness retired.

H. R. McNaughton recalled and examined.

By the Acting Chairman:

Q. What is your position in the Service?—A. Junior examiner.

Q. What is your age?—A. 28.

By Mr. Martell:

Q. You are a junior examiner in the Civil Service Commission?—A. Yes.

Q. Are you a university graduate?—A. I am not.

Q. What are your scholastic attainments?—A. I am a graduate Stratford Normal School.

Q. You have, I suppose, a teacher's license?—A. Yes, a permanent certificate for Ontario, and three years' experience.

Q. What class?—A. Second class.

Q. How long have you been with the Civil Service Commission?—A. Since the beginning of June, 1920.

Q. How did you come in?—A. By competitive examination.

Q. What are your duties, what papers do you examine in connection with what departments?—A. The Departments of Finance, Insurance, National Defence, and Soldiers' Civil Re-establishment.

Q. What is the nature of your duties?—A. I am responsible for the conducting of all competitions pertaining to appointments and promotions in those four departments.

Q. You are responsible for that, but what is the nature of your duties in that connection?—A. I have to arrange for the advertisement of various vacancies, to give them due publicity, and to make arrangements for a suitable form of examination in each case.

Q. Do you set the papers?—A. Some papers.

Q. What papers to do you set?—A. Chiefly book-keeping.

By Mr. Chevrier:

Q. I am afraid I shall have to duplicate several questions. You set the papers in book-keeping in the Finance Department?—A. In all departments.

Q. You look after the book-keeping?—A. The majority of the book-keeping papers.

Q. In the Finance Department. What is the other department?—A. National Defence, Insurance and Soldiers Civil Re-establishment.

Q. In all these departments, you set the book-keeping papers?—A. The majority of the book-keeping papers.

Q. By the majority that means that there are some you do not set?—A. On certain occasions when absent on statutory leave, or through other circumstances.

Q. When you are attending to your duties you set all the papers with reference to book-keeping in those departments?—A. There have been a few occasions on which other examiners have been detailed to set the book-keeping papers.

Q. Was that because of special circumstances, or is there a rule which gives them a certain section of the work?—A. No, on the occasions I recall, it was owing to pressure of work.

Q. Let us understand one another, I do not want to make this a lengthy examination, if I can help it. You say that you set all the book-keeping papers in those four departments, except on those special occasions when others are called in on account of pressure of work or something of the kind? But there is no rule or law which says that certain people will deal with the book-keeping of a certain kind? Let us get down to the facts as to what you do?—A. I am called on to set, as I say, the majority of the book-keeping papers for certain classes of positions.

Q. Now, then, what are those classes?—A. Junior clerk-bookkeepers, senior clerk-bookkeepers, junior stenographer-bookkeepers, stenographer-bookkeepers, account clerks, audit clerks and so on.

Q. What is the highest category in which you have set papers?—A. The highest category in which I have set a paper is grade 1 accountant.

Q. That carries a salary range of what?—A. $1,500 to I think, in the neighborhood of $2,100.

Q. Are you senior or junior examiner?—A. Junior.

Q. What is the nature of the papers that you set on that?—A. It depends entirely on the nature and scope of the work involved in the position.

Q. There are two aspects of those papers, one on duties of office, and the other on technical knowledge of book-keeping?—A. As a rule, one book-keeping paper only is set, but the questions are such as to bring out the knowledge of the candidate along the particular lines of work he will have to perform.

Q. That would be a sufficient test of his education, or is there something to determine that?—A. There is a questionnaire on education and experience.

Q. The candidate simply answers the questionnaire. You do not set an essay on composition or grammar?—A. No.

Q. Do you yourself set the technical examination?—A. For book-keeping positions, yes.

Q. Do you ever confer with the departmental officials?—A. Very often. If I am not familiar with the specific duties, I consult the accountant or some other official qualified to give information in that respect.

Q. Does he take part in the preparation of the examination papers?—A. No.

Q. You make notes of what he tells you?—A. I do.

Q. And from these you size up the situation?—A. Yes.

Q. And you set the paper?—A. Yes.

Q. Who corrects it?—A. I do.

Q. After having in the first instance, inquired from him as to what the requirements should be?—A. Yes.

Q. So am I right in assuming that he would have a better knowledge of the position to which the man was to be appointed than you would have?—A. Not necessarily.

Q. Then why would you ask his assistance?—A. Well, the duties of clerk-bookkeeper in one department might differ widely from those in another department, although the principles on which they would work would be absolutely the same.

Q. But there are cases where you consult with him to find out the nature of the work to be performed?—A. Yes.

Q. And you are the only one who corrects the papers?—A. Those papers that I set.

Q. Does it ever happen that the departmental officials make recommendations as to who should be appointed in a bookkeeper's capacity?—A. In certain promotional competitions; for promotions recommendations have been received.

Q. For promotion the departmental officials would recommend Mr. So and So?—A. Not in all cases.

Q. In some cases?—A. In some cases.

Q. What would then happen to them?—A. Upon receipt of the request for the promotion, a promotional competition would be advertised within the department or branch concerned and applications would be receivd from all permanent employees who considered themselves qualified to enter such a competition. In the case of book-keeping positions, a written test in book-keeping would be given, and supplementary to that a rating on those promotional rating sheets referred to by the other examiners would be received from the department.

Q. The department would make a rating?—A. Yes.

Q. And there would be an examination?—A. Yes.

Q. As a result of the rating and examination someone is selected?—A. Yes.

Q. Does it ever happen that the party recommended in the rating is selected as the result of the examination?—A. On some occasions.

Q. Can you say whether the proportion is more one way than the other?—A. Well, I cannot say.

Q. Oh yes, you can?—A. In the majority of cases, or in a large number of cases, there are a very small number of candidates for the promotion, and in such competitions the candidate recommended by the department would in all probability be the best qualified man for the position.

Q. I am not asking that; I do not very much like the way in which you answer that question. I am going to be fair with you. I want you to say if it happens that a man rated the highest by the ratings is turned down on the examination part?—A. It has happened upon some occasions.

Q. Has it happened more often that a man recommended by the department has been turned down than that he has not?—A. I think not.

Q. Will you give me a clear answer?—A. I would say, No.

Q. In the majority of cases the man who obtained the highest rating in the department was the man who obtained the best results on the written examination; is that right?—A. Yes.

Q. The same rule applies to National Defence?—A. Practically the same.

Q. The same examination?—A. Yes.

Q. The same process?—A. Yes.

Q. When did you get into the Civil Service Commission?—A. At the beginning of June, 1920.

Q. How old are you?—A. 28 years.

Q. What is your range of salary?—A. $1,800 to $2,280.

Q. Are you a returned man?—A. Yes.

Q. Where were you just previous to your going to the Civil Service Commission?—A. I was in the Toronto office of the Sun Life Assurance Company.

Q. How long were you with the Sun Life?—A. I was in the Toronto office from the beginning of January, 1920.

Q. Until you went into the Civil Service Commission?—A. Yes.

Q. Previous to going with the Sun Life Assurance Company at Toronto, where were you?—A. I was with the same Company in Sarnia, Ontario, in the district office.

Q. For how long?—A. For ten months, I would say.

Q. Before that was your war record?—A. Yes, sir.

Q. Previous to that did you hold any University degrees?—A. No. Prior to that I was the principal of a public and continuation school for three years.

Q. Where?—A. In Sombra, Ontario.

Q. And previous to that you came out of school?—A. Yes, sir.

Q. When did you try the Civil Service examination?—A. October 28th, 1919.

Q. Do you remember what your marks were?—A. I do not remember the marks I obtained.

Q. Do you remember where you stood on the list?—A. Seventh I believe.

Q. That was your civilian; that was the way you passed, just according to the marks, the way the papers were graded, outside of your soldiers' preference? —A. I could not say as to that; I have no record of it.

Q. Where were you on the civil service list when you were appointed to the Civil Service Commision?—A. I was next in order on the list.

Q. Were you the top man?—A. I was the top man.

Q. How did you get to the top?—A. The remaining candidates above me had either been assigned to similar positions with the Commission or had refused such assignments.

Q. As to your rating as No. 7, you cannot say whether it was your civilian marks or the result of your return soldier preference?—A. No, I could not say.

By Mr. Rinfret:

Q. Have you anything to do with appointing or examining candidates for the position of bookkeeper in the branches; say they require a bookkeeper in the Post Office or the Customs department in Montreal, would that come before you?—A. I do not recall ever having any papers to set for bookkeepers in the Post Office department.

Q. But in a general way?—A. Yes.

Q. Does your scope extend to the ouside service?—A. Yes.

Q. If a bookkeeper should be required under any such circumstances, you would get examination papers from all the candidates?—A. Yes.

Q. What would you get besides?—A. You mean, after the written examination has been held?

Q. Yes, in the way of other papers or recommendations?—A. I would merely receive the papers from the candidates, in sealed envelopes.

Q. That is all you would get?—A. That is all I would get.

Q. You would revise those papers?—A. Yes.

Q. I presume if they were too numerous another examiner would be appointed to help on them?—A. I have never been called upon to have another examiner to help on them.

Q. Let us go farther; you have examined the papers and given marks to the different candidates?—A. Yes.

Q. That would not be, if I understand it, where your work would stop?—A. After having examined the papers and assigned the ratings to each one, I would return them to the clerical section of the branch, for compilation of the marks.

Q. That is all you would have to do with them?—A. That is all I would have to do with them.

Q. You would not state that that was the only work in your department on such papers or relating to such candidates?—A. That is the only duty I would be called upon to perform in connection with that particular examination.

Q. Are you aware as to what else takes place as regards that examination? —A. Yes, sir.

Q. What is it?—A. In the first place, the usual publicity is given, the usual arrangements are made for holding the examination.

Q. I mean would you say that the marks you give are the final consideration as to whether a candidate would be appointed or not?—A. My marks in book-keeping would be accepted as final, unless an appeal is received from any candidate against his rating on that particular paper.

Q. Are you aware that the recommendation by the local chief officer of that branch would be sent, together with the examination papers?—A. Well, it would depend upon the nature of the competition.

Q. Would they take your recommendation?—A. It would depend upon the nature of the competition.

Q. That would happen in certain cases; you would have a number of candidates for a position as book-keeper, you would examine the papers, but together with the papers coming to your department in a general way there would be a recommendation from the local chief officer, which would be given due consideration?—A. Any letters of recommendation are taken into consideration, when the education and experience of the candidate is rated.

Q. In what proportion do your marks figure in the findings of the Commission; can you tell me that?—A. In a competition for a clerk-bookkeeper's position, to the best of my knowledge, equal weight is given to the education and experience, and to the rating of the written examination paper.

Q. I do not know whether you get the point or not. What I wish to know is this; in what proportion do the marks you give figure in finally assigning a position to a certain candidate?—A. Well in a competition of that kind they would have fifty per cent of the weight assigned to the whole competition.

Q. What would the other fifty per cent be made up of?—A. From rating on education and experience.

Q. That would not come from you?—A. No.

Q. Who would decide that?—A. That rating would in all probability be given by the examiner who was conducting the competition for the department concerned, the examiner dealing with the department in which the vacancy had occurred.

Q. Would he be one of your board?—A. Yes, sir.

Q. Is not a certain proportion allotted to the recommendation from a local man, as is done in other departments, the local officer?—A. As I say, all such recommendations are taken into consideration and given due weight when we are comparing the qualifications of the men.

Q. Given weight by whom?—A. By the examiner or examiners who rate the education and experience of the candidate.

Q. On what do they base their judgment as to that? Such recommendations come from the local chief officers—isn't that a fact?—A. Yes.

By Mr. Martell:

Q. There are one or two further questions I would like to ask. Do the examiners return these papers with their marks set opposite each individual question to the Commission, or simply the aggregate marks made by the person? —A. The marks allotted to each question on the paper are set out in the margin of his examination book, opposite the question, and the aggregate marks are noted on the outside of the cover of his examination book.

Q. Are all papers returned after they have been examined, to the Civil Service Commission?—A. They are returned to the clerical section of the Commission.

Q. Suppose a person wishes to take an appeal from an examiner and write another examination, how long are the papers kept for that purpose?—A. He must give notice of his desire to appeal within one month after his notification as to his success or otherwise at the examination.

Q. How long do you keep the papers?—A. A year, I believe.

Q. Before you destroy them?—A. Yes.

Q. They can be produced upon an appeal?—A. Yes.

By Mr. Shaw:

Q. I would like to know the procedure on an appeal. Suppose in your department you have rated a certain examination paper, and the candidate is dissatisfied; he gives notice of his appeal within the proper time, what is the procedure in that case?—A. The chief examiner would detail another examiner to revise the papers, another examiner qualified to pass judgment upon such work.

Q. Is the decision of that person held to be final?—A. I believe so.

Q. Can you give me any idea as to the number of appeals and the number allowed?—A. To the best of my knowledge, there are a great many more appeals made than are allowed; the percentage of those allowed is comparatively small.

Q. Do you know whether that information is contained in the annual report or not?—A. I could not say.

By Mr. Brown:

Q. It is not an appeal to a higher court, or another court of the same kind? —A. I beg your pardon.

Q. Is it not an appeal to a higher court, or to another court of the same kind?—A. On occasions when such papers have been submitted to a chartered accountant for revision, that would be a higher court, I believe.

By Mr. Martell:

Q. Suppose in the case of the appointment of a solicitor, you have your advisory board, is that man notified, the person who does not get it, is he notified that he gets such and such a place and that he has the right to appeal, or does he get any notification at all?—A. He receives notification, in that case.

Q. And he has the right to appeal?—A. Yes.

Q. In a case of that sort, to whom would the appeal be?—A. The appeal would be addressed to the Secretary of the Civil Service Commission.

Q. But who would go into the merits of the appeal?—A. I presume it would be submitted to the chief examiner.

Q. Suppose the chief examiner is not a solicitor; you have been advised by the advisory board as to the merits of the competitors; would you submit it to another board of local advisors?—A. Yes.

Q. In case the board of advisors disagreed with what was done by the previous board, what would be the outcome?—A. I could not say; I have never had an experience of that kind.

Q. It is something that might occur?—A. Yes.

Q. You do not know what would be done in a case of that sort?—A. I could not say.

Q. Do you know of any provisions in the Act or the regulations regarding it?—A. Regarding the right of appeal?

Q. No, what would be done where two boards would disagree?—A. No, I know of nothing in the Act to cover a case of that kind.

Q. Could a case of that kind occur?—A. Yes.

Q. I am not asking these questions to embarrass you at all; I wish to know whether there is any provision in the Act covering anything of that sort?—A. No, sir.

By the Chairman:

Q. I understood you to say that you prepared papers for the Department of Soldiers' Civil Re-establishment?—A. I have not been called upon to prepare any papers for the Soldiers' Civil Re-establishment within the last year at least.

Q. The reason is that that does not come under the Act?—A. No. They have a few permanent employees who are under the jurisdiction of the Civil Service Commission, but that staff is being continually reduced, and they have made no new appointments for a considerable period.

Q. When the new appointments are made, will they come from the Civil Service Commission?—A. A new appointment to the permanent staff would come through the Commission, but to the temporary staff it would be handled by the department.

The CHAIRMAN: Is there anything else, gentlemen? Have you any other witnesses, Mr. Foran?

Mr. FORAN: That is all, sir.

Mr. MARTELL: Mr. Chairman, I would like to ask this question: Is there any rule whereby you can exclude witnesses who might be asked to give evidence along similar lines, the same as in an ordinary court?

The CHAIRMAN: If the point is raised, it is for the Committee to decide as to whether a witness is to remain in the room or not.

Mr. MARTELL: A witness is not allowed to remain in court if it is desired that he should remain outside during the hearing of evidence.

The CHAIRMAN: The evidence here is published from day to day. If the Committee should consider that it is in the interests of the investigation that the witnesses who have not been heard should be excluded from the room, the question can be taken up on Monday morning when we meet, if the point is raised by any member. You do not want to raise that point now, I understand?

Mr. MARTELL: No, Mr. Chairman. I am just asking for my own information. It is done in a court, and I was wondering what the rule is here.

The CHAIRMAN: It is for the Committee to decide. Our next meeting will be held on Monday morning next at ten o'clock. The question can be considered by the members in the meantime.

A MEMBER: I did not hear that, Mr. Chairman.

The CHAIRMAN: Mr. Martell wishes to know whether it would be in the interests of the investigation that certain witnesses should be excluded from the room during the taking of the evidence.

Mr. CHEVRIER: Have we any other witnesses to whom that rule should be applied?

Mr. MARTELL: I am not urging it; it is for the Committee to decide.

Mr. SHAW: Certainly. I would have no objection to if, if anybody thinks it is going to assist us in any way.

Mr. CHEVRIER: It is immaterial to me, sir. I will abide by whatever the Committee may decide.

Mr. MARTELL: I do not want to be understood as urging it at all. We have a certain class of witnesses in a certain branch, all hearing the evidence as one witness after another comes along.

Mr. FORAN: At this juncture, sir, I would like to make one observation. I think the Committee will agree with me that in summoning all the members of our examination staff you have obtained a great deal of information with regard to our methods, which I am sure will be very useful to you at a future stage of the inquiry. There is another matter which will probably come before you of equal importance, that is the re-classification of the public service. My own feeling is that if the members of the staff of our organization branch were summoned here, it would serve an equally useful purpose. They could be questioned in the same manner as the examiners were questioned with regard to their work; they have a division of a department in much the same way as the exam-

iners, and I think, as you have probably had a number of complaints probably regarding re-classification, that if you asked questions along the same lines of those officials with regard to their work, you would be in a far better position to appreciate such claims as might be made later on with regard to re-classification problems.

Mr. MARTELL: I think we had better hear some of the deputy ministers of the departments first, so as to get their suggestions, or have some person before us who has some complaint to make, and these people would be able to answer any such complaint.

The ACTING CHAIRMAN: I understood the Chairman to say that on Monday the representatives of the Great War Veterans would be here.

Mr. FORAN: We are anxious to complete our task. The bringing of the secretary and members of the staff before the Committee at this stage was, as I understood it, to be largely in the nature of a clinic, that is, for the purpose of describing our methods; it was really not intended to bring us here as witnesses, simply to give detailed information as to the Commission's method of administering the law.

Mr. MARTELL: That is quite true, Mr. Foran, and as far as I am concerned I have had ample explanations from you. The only reason I asked about these outside examiners was to clear up an ugly rumour that had been circulated, and I thought it was only fair that they should have an opportunity of denying it.

Mr. FORAN: I appreciate that. It has enabled you to clear up such rumour and get a great deal of additional information from the examiners.

Mr. RINFRET: A sub-committee has been appointed for the very purpose of deciding upon or recommending what class of witnesses we are to call. I think the proper way would be to make any such recommendation to the sub-committee.

The Acting CHAIRMAN: A sub-committee has been appointed for that purpose.

Mr. FORAN: You will understand I was merely suggesting that this might be done to complete our part of the work.

Mr. RINFRET: I wanted to avoid a discussion of that matter in the sub-committee, because the sub-committee was appointed from the outside, or from any member of the Committee who happens to be a member of the sub-committee, as to the witnesses to be called and how we should call them.

Mr. MARTELL: I am not objecting to that. I do not think we will get very far by calling another branch of the Civil Service Commission and bring them here. I was under the impression that the Committee was not dealing with that. If you say you will bring the President of the Great War Veterans' Association here, who wants to make a complaint, I would like to hear him.

The Acting CHAIRMAN: Have you any other witnesses, Mr. Foran?

Mr. FORAN: I am a sort of perpetual witness, sir. There was one question which was asked by Mr. Hughes at yesterday's meeting and which I did not answer, and that was in regard to the staff employed in taking census.

Mr. HUGHES: I would like to have the evidence kept together. It would only take us two or three minutes, if we begin at the beginning. If that is satisfactory to the Committee and to the witness, I would like to proceed in that way.

Mr. FORAN: Anything that is satisfactory to the Committee is satisfactory to me.

APPENDIX No. 5

WILLIAM FORAN, recalled and further examined.

By Mr. Hughes:

Q. I would like to get the names of the departments or branches of departments that were organized after the Civil Service Act of 1918 was passed, and the officials and employees of the departmental branches, or branches of departments who were employed by the Government or by the Civil Service Commission, and the number in each year. Can you give us that information, Mr. Foran?—A. If you insist upon that question being answered just as you have stated it, I may say that the only department organized subsequent to the passage of the Civil Service Act was the Soldier Settlement Board.

Q. Subsequently?—A. Yes. I pointed out yesterday that the Soldiers' Civil Re-establishment was brought in under the Civil Service Commission after the passing of the order in council of February 13th, 1918, and the subsequent order of the 28th February, 1918, and that a large increase in the staff of that department took place after it was placed under the Civil Service Commission.

Q. I want to get the department of the Government, the officials of which are appointed by the Government, not the Civil Service Commission, and the number of those established since the Act of 1918?—A. The departments to which appointments were made in the manner indicated were the Soldier Settlement Board, the Soldiers' Civil Re-establishment, the Board of Pension Commissioners, and the Income Tax Branch.

Q. When were those established?—A. The Soldier Settlement Board was established in July, 1918, or thereabouts; the Department of Soldiers' Civil Re-establishment was established originally as the Hospitals Commission; subsequently it became the Soldiers' Civil Re-establishment in 1918, and came under the provisions of the two orders in council previously referred to and under the Civil Service Act in May, 1918.

Q. And the Income Tax Branch?—A. The Income Tax Branch was never under the Civil Service Commission.

Q. When was it established?—A. I would say about 1916.

By Mr. Chevrier:

Q. The Act was assented to on May 24, 1918?—A. Yes, the Civil Service Act.

Q. Was it before or after the 24th of May, when these departments were established?—A. The only department established after that date was the Soldier Settlement Board.

By the Acting Chairman:

Q. Can you answer the question of Mr. Hughes as to when the Act was brought in?—A. When we have no control over a department, we are not interested in any data regarding it. 1916-1917 was the first appropriation voted to cover salaries for the Income Tax Office.

By Mr. Chevrier:

Q. Do you know when it started to function as such?—A. 1916 I think.

By Mr. Hughes:

Q. In your answers the other day you gave the number of officials in each year since it was established?—A. I did.

Q. Will you please repeat that, and give the salaries?—A. That statement you will find in the minutes, Mr. Hughes. But I shall read the statement again. The number of employees in the Soldier Settlement Board on March 31st, 1918, was 13; on March 31st, 1919, it was 186; on March 31st, 1920, it was 1,552; on

March 31st, 1921, it was 1,082; on March 31st, 1922, it was 771; and on December 31st, 1923, it was 692.

The salaries for each year were as follows:—

	Salaries.
March 31st, 1918	$ 1,720 44
March 31st, 1919	102,291 72
March 31st, 1920	1,269,459 84
March 31st, 1921	1,935,372 50
March 31st, 1922	1,205,600 00
December 31st, 1923	1,093,380 00

Soldiers Civil Re-establishment March 31st, 1918, $4,146; 1919, $3,891; 1920, $8,791; 1921, $5,453; 1922, $4,606; 1923, $3,600. The payments in 1918; $2,070,724.65; 1919, $2,632,329.16; 1920, $9,501,988.70; 1921, $9,402,320.39; 1922, $6,948,616.51; 1923, $5,400,648.61.

The Board of Pension Commissioners: The Board of Pension Commissioners was originally established as a separate department. It was later absorbed into the Department of Soldiers' Civil Re-establishment. When it was first organized the appointments were made by order in council and all persons who were appointed by order in council were regarded as permanent employees. That is the reason Mr. McNaughton in his service mentioned that there were a number of employees in the Department of Soldiers' Civil Re-establishment who were under the jurisdiction of the Civil Service Commission. When that department was absorbed, I repeat persons in the department at that time were regarded as permanent employees, and as such would come under the provisions of the Civil Service Act.

The number of employees in the Income Tax, is approximately 1,400, as I stated yesterday, including the 400 employed here at headquarters.

Another staff organized without reference to the Commission to which Mr. Hughes made reference was the staff employed in taking the census of 1921. There were 241 Commissioners, 11,425 enumerators, and 474 interpreters.

By Mr. Hughes:

Q. Now, we will take the first department you mentioned. That was— —A. The Soldier Settlement Board.

Q. When was that organized?—A. In 1918.

Q. What month?—A. July, 1918 I understand the Commissioners were appointed.

Q. Were the appointments made to that department by the Governor or the Civil Service Commision?—A. Of the Commissioners?

Q. By the Civil Service Commission?—A. You mean of the Commissioners? The appointment of the Commissioners was made by the Governor in Council. There was no provision in the Act establishing the department exempting its employees from the operations of the Civil Service Act, so they naturally came under the jurisdiction of the Commission. It was not very long before it was found that their needs were so great and urgent that there was a great deal of delay, and a good deal of dissatisfaction in regarding appointments, and a working arrangement was agreed to between the Commission and the department whereby they made their own selection under specific conditions and the Commission issued a certificate.

Q. Who made their own selection?—A. The Soldier Settlement Board, and applied to the Commission to certify them. This arrangement was continued for a time, but I imagine that the Commissioners realized they were taking a responsibility—

Q. Who was taking such a responsibility?—A. The Commission, because they were certifying to a great many appointments. I stated the needs of this department at that juncture were very great and very urgent, and as the arrangement called for certification on the part of the Commission, the Commissioners realized that they were taking a heavy responsibility in certifying to numerous appointments which they had no means of determining were necessary or in the best interests of the department, and it was accordingly agreed that the whole department should be exempted from the operations of the Civil Service Act until such time as the Government was in a position to decide whether the department was to be continued permanently, or demobilized.

Q. Was that lawful for the Commission to do that?—A. I beg your pardon?

Q. Was it lawful for the Commission to grant exemption in that way?—A. Of course, there is a provision in the Civil Service Act which allows the Commission to recommend at any time to the Governor in Council that a position or positions should be exempted from the provisions of the Act, if in their opinion, it is not practicable or in the public interest to apply the provisions of the Act to such position or positions.

Q. So it was under that stipulation in the law—A. under that section, yes. (Section 38a of the Act.)

By Mr. Hughes:

Q. Did this request come from the Government or was it at the initiative of the Commission?—A. My recollection is that it was largely on the recommendation of the Soldier Settlement Board, because the claim was made that they were greatly handicapped in their work by reason of having been linked up with the Civil Service Commission.

Q. Having to apply to the Civil Service Commission for appointment? —A. By having to apply the provisions of the Civil Service Act with regard to appointments.

Q. Now, the Soldiers' Civil Re-establishment—will you take the next department?—A. The Soldiers' Civil Re-establishment—you will remember that the order in council of February 28th, 1918, had the effect of applying the provisions of the order in council of the 13th February to all departments. There was a doubt as to whether it would cover such departments, and the Department of Soldiers' Civil Re-establishment and the Government decided they would pass a supplementary order in council including all departments. It was not very long. I find here (indicating) that this working arrangement which was agreed to between the Commission.

By Mr. Chevrier:

Q. Where do you find that? You say "I find here"; where is that?—A. I will hand to your secretary the document from which I am reading. It is a memorandum dated March 23, 1918, providing a working arrangement for appointments between the Commission and the department, so you will see that the interval is less than a month from the date. It came under the Civil Service Commission by reason of the passage of the order in council of the 28th February, 1918. Practically the same conditions which I have described in regard to the Soldier Settlement Board arose in connection with this department. The department complained it was going to be greatly handicapped by having to conform to the provisions of the Civil Service Act in regard to the selection of employees.

Q. Why was that?—A. I suppose they thought that our selective processes were altogether too slow. In order to properly administer the law it was necessary to have competition except in the case of an ordinary temporary employee and they found that these competitions were going to take too long. I don't

need to remind you gentlemen what the conditions were in 1918 with regard to the returned soldier problem. On the 23rd of March a working arrangement was agreed to between the Soldiers' Civil Re-establishment and the Civil Service Commission, which was practically the same as that to which I have referred in connection with the Soldier Settlement Board, that is, they were to be given the right to select and the Civil Service Commission was to certify. While that arrangement continued these appointments came in in shoals, and we found we were certifying to appointments over which we practically had not control. The Commissioners, therefore, decided they would recommend to the Governor in Council that that department be exempt from the provisions of the Civil Service Act. Before that was done Parliament, in the fall session of 1919 passed an Act, relating to the Department of Soldiers' Civil Re-establishment which contained the following clause:—

Q. You will file these various memoranda.—A. I am going to file all these papers so that you will have a connected story.

Q. Would you identify that document?—A. An Act to amend the Department of Soldiers' Civil Re-establishment Act.

1. Section five of The Department of Soldiers' Civil Re-establishment Act, chapter forty-two of the statutes of 1918, is hereby repealed, and the following is substituted therefor:—

"5. (2) Subject to the approval of the Governor in Council, the Minister may make such regulations from time to time as he may deem necessary and advisable,—

"(*b*) For granting authority to the Minister subject to rules and regulations approved by the Governor in Council, to employ such technical and special temporary staff as may be required to meet the special conditions that may arise in carrying on the work with which the Minister is charged, notwithstanding the Civil Service Act, 1918, and amendments thereto, and other similar Acts bearing on the Civil Service of Canada; provided, however, that the rules and regulations referred to shall contain such appropriate provisions as are necessary to have such appointments from time to time as required, certified by the Civil Service Commission."

The regulations which were framed, based on that section of the Act, simply provided that these appointments were to be reported to the Civil Service Commission.

By Mr. Hughes:

Q. The next department?—A. I mentioned the Board of Pension Commissioners. The Pension Board was established before the Civil Service Act came into effect. When the Civil Service Act was passed all the employees who had been appointed to that department by Order in Council were regarded as permanent and were not required to pass any examination.

Q. Who appointed these?—A. The Board of Pension Commissioners or the officer in charge of staff. They were all appointed before the passage of the Civil Service Act and it was held that they had the status of permanent clerks and they came into the permanent service without examination.

By Mr. Chevrier:

Q. By reason of what?—A. By reason of the fact that they were selected by competent authority.

Q. They were taken into the permanent service by reason of what?—A. By reason of the fact that they were appointed under the terms of an order in council which was deemed by the Law Officers of the Crown to be competent authority.

Q. What made them come under that?—A. In the first instance, the order in council of February 13, 1918, and subsequently the passage of the Civil Service Act in May, 1918.

By Mr. Hughes:

Q. What number of officials in these various departments were appointed by the Government without consulting the Commission after the passage of the Act?—A. In these departments very large numbers. In one department, the Department of Soldiers' Civil Re-establishment, the number according to the statement furnished was approximately 9,000 at one time.

Q. Was that procedure contrary to the provisions of the Civil Service Act.—A. Not after the order in council was passed exempting them. Now let me get you right, Mr. Hughes.

Q. These departments would be organized, the appointment of the officials would naturally, *ipso facto,* be under the provisions of the Civil Service Act? —A. Many of the officials were appointed before the passing of the Act and before this working arrangement was agreed to. There were great numbers of them.

Q. You could not find the number?—A. Well, I could furnish that information.

Q. Would not that be contrary to the provisions of the Act?—A. No, not at that time because you see all these departments were not under any Civil Service law until the passage of the order in council of the 13th February, 1918. All the employees were simply selected by the officers of the department and they were operating for some time before the passage of the order in council and before the passage of the Civil Service Act. As I said in my evidence on Monday, the Civil Service Act, for four or five years, was pratically a dead letter. All the departments were taking on, during the period of the war, employees in great numbers without any reference to the provisions of the Civil Service Act. Most of the employees taken on in that way were paid out of the War Vote.

By Mr. Chevrier:

Q. As I understand it, you say there were about 9,000 employees in the Soldiers' Civil Re-establishment that had been appointed without going through the Civil Service Commission.—A. That was their peak according to the statement furnished the Committee.

Q. There were a number of them?—A. Yes.

Q. Are you aware of any deficiency in that service?—A. No, I would not like to express any opinion with regard to that service because I know very little about the department.

Q. Do you know of any deficiency in that department?—A. No, sir, I don't know of any deficiencies.

Q. You have heard of none.—A. That department has been before a Committee of the House on several occasions and I think the records of the House would show if there were any deficiencies there.

Q. So far as you are concerned you know of no appointment of inefficient clerks in there or of any other nature?—A. No, we would not know anything at all about that, if they were inefficient.

Q. If they were efficient would you know anything about it?—A. Well we assumed the staff was efficient if they carried on their work successfully.

Q. But you have never had any complaints?—A. We would not receive any complaints, because they were outside of our jurisdiction.

Q. I mean outside of that, you have no knowledge that this did not work out properly?—A. Well I think that question might properly be asked of the deputy minister or of some official, when they come here.

Q. So that you cannot express an opinion?—A. Certainly not.

By Mr. Rinfret:

Q. If there had been deficiency would they have asked to replace those men?—A. No. They had the right to select themselves. If they had an inefficient clerk they would remove him and replace him without reference to the Commission.

Q. By the same process?—A. By the same process.

Q. That is forever.—A. Well it is going on now. It has not stopped yet.

By Mr. Hughes:

Q. These departments have the right to dismiss men and replace them without reference to the Civil Service Commission?—A. Yes.

Q. In your opinion is that in the public interest, or would you care to express an opinion?—A. I think you gentlemen know the law and it seems to me that if the law is good for one department it ought to be good for all departments. There seems to be no reason why one department should be compelled to submit to the system of appointments provided by the Civil Service Act and that others should be excluded. I think it would be far better, in the interest of the public, that there should be one law for all departments and then everybody would know in what position they stood in regard to appointments to the public service.

Q. With regard to the Income Tax office, there are about 1,400 officials in that department?—A. There are about 1,400 employees in that department. As to their method of selection, I have no knowledge. That would be a proper question to ask the head of that department if he were examined here as a witness.

Q. That department was never under the Civil Service Commission?—A. That department was never under the Civil Service Commission, after the order in council which brought all Boards and Commissions under the jurisdiction of the Commission was passed. There was a special provision placed in the estimates providing for the payment of the salaries of that department, notwithstanding the provisions of the Civil Service Act, so that the order in council referred to would not apply to that department.

Q. With regard to the officials that were appointed to take the census in 1920, I presume the appointments would be made in 1920, because they did their work in 1921?—A. Yes.

Q. How many thousand did you say?—A. There were 241 commissioners, 11,495 enumerators, 474 interpreters; approximately 12,000 employees.

Q. Those were appointed without any reference to the Civil Service Commission?—A. The Civil Service Commission, under the section of the Act, already mentioned, recommended that all these positions should be exempt from the provisions of the Act.

Q. The Civil Service Commission made that recommendation to the Government?—A. Yes.

Q. Did the Government make an application to that effect to the Civil Service Commission?—A. I could not say as to that. You would have to ask the Commissioners that.

By Mr. Chevrier:

Q. As secretary, would you not know?—A. My recollection is that there was no official request made to the Commission to exempt these positions.

By Mr. Hughes:

Q. There was no official request?—A. No, as far as I can recall.

Q. There was no correspondence, so far as you know?—A. I will look up the file to see if there was an actual request from the department to exempt

these positions. My recollection is that the department reported what the probable requirements would be, and the Commissioners decided it would not be practicable to apply the provisions of the Act in the selection of the staff required.

Q. To any of the officials, or all of them?—A If you would like the correspondence between the Commission and the department, I would be glad to furnish it. Of course the appointments were left—

By Mr. Chevrier:

Q. You have answered that?—A. The appointments in that case were left in the hands of the department, I was rather interested in reading a discussion which took place in the House in the course of which it was alleged that a letter intended for one gentleman in a county, who was the defeated candidate, was delivered to the member for that county, who did not happen to be on the same side of politics as the Government of the day, asking him to make nominations. He made the statement based on that letter that these appointments were made either by the sitting member or on the recommendation of the defeated candidate in the election of 1917. So far as the Commission is concerned they gave the right to the department to select. How the department carried out their work I am not in a position to say, but I was just calling attention to that debate in the House because it was interesting at the time.

The ACTING CHAIRMAN: The members of the House at that time conferred with the minister of the department, asking for suggestions as to the best method of taking this census but asked for no recommendation. In a letter I gave them the information. As regards the appointments to be made, that was left entirely with the department.

By Mr. Hughes:

Q. When the Civil Service Act was passed in 1918 the officers and crews of ships were placed under the Civil Service Act?—A. At first all appointments to ships outside the navy were made by the Commission. The department held, except in the case of the navy, that ships were under the jurisdiction of the Civil Service Commission. but on an interpretation from the Department of Justice we ceased making appointments to ships. The view of the Law Officers of the Crown was that the term " ship " included all the boats owned and controlled by the government and to make sure that they would be excluded, under the Civil Service Act of 1918 they were specifically excluded, the railways and the ships.

Q. In your opinion would it be in the public interest to have that exclusion made?—A. In regard to ships?

Q. Yes.—A. I would think so. I would say we would have great difficulty in manning ships with competent help.

Q. Because of the difficulty to the Commission to decide and make the selection for this service?—A. Yes.

By Mr. McBride:

Q. I know a little about the marine. I think it essential it should be left in the hands of the captain and the mate to employ the crew.

By Mr. Hughes:

Q. I quite agree with that but I wanted to get the information from the secretary of the Commission. Well then there are some positions that the departments are more competent to make the appointments of than the Civil Service Commission?—A. That is a class of position, certainly.

Q. Do you know of any other class of position?—A. Well I think a question of that kind should be answered by the deputy heads of departments. Our problem is to disclose our methods. After we are through our task, you should ask the deputy heads if our methods are not suitable, if not in what respect they are not suitable, and you gentlemen are the final judges, after you have heard both sides.

By Mr. Chevrier:

Q. I am not prepared to subscribe to that view. You follow the law, but as one of the officers who worked out this law, I say that you have the right to say whether that law is susceptible of improvement or whether it satisfies every exigency of the day.—A. Mr. Chevrier, I just want to emphasize that I should like to meet your wishes, as far as I can, and the wishes of the members of the Committee. But let us suppose that I said that I thought a certain class of position should be exempt from the Civil Service Act and that the Commissioners when they come here said "We entirely disagree with the secretary of the Civil Service Commission," the spectacle confronting the public of this country would be that you had Commissioners who thought certain positions should be retained and a secretary who thought they should be exempted. That would inevitably cause a loss of confidence in the Civil Service Commission. I am not a Commissioner and I have no power to recommend exemption, and therefore I think it would be highly improper for one in my position to say that I think that any class should be exempt.

Q. That does not do away with the fact that you have your own personal opinion, whether right or wrong, whether the present system is right or whether the present system is not.—A. I think with regard to the system I am as competent to express an opinion as any one because I think I know as much about our Civil Service laws and those of any other countries as any one in the public service.

Q. You refuse to give an opinion?—A. I refuse to express an opinion.

By Mr. Hughes:

Q. The Civil Service Commission, in the performance of their duties, came to the conclusion that a certain number of employees should be exempted from the operation of the Act.—A. Yes.

Q. And you drew the line at $200 and under, which represents about ten thousand employees. At what time was that?—A. I think the order in council was passed in the year 1919.

Q. It was done on the initiative of the Civil Service Commission?—A. Yes.

Q. The Civil Service Commission made a recommendation to the Government?—A. Yes.

Q. And the Government made an order in council confirming that, and that is the procedure?—A. That is the procedure.

Q. Do you know the date of the order in council or the date of the suggestion from the Commission?—A. Our first report in that connection was made in 1919. I think it was the latter part of November, 1919. These papers, I think, have been furnished your secretary. If not, all orders in council exempting positions from the operation of the Act will be furnished your secretary. Their production was ordered by the Committee, and the first order in council, exempting all positions under $200, would be included in that return.

Q. Why did the Commission make that recommendation to the Government?—A. That question was asked once before and my reply was that you had better ask the Commissioners to give their reason.

Q. As secretary you would know?—A. I imagine in a general way it was because they thought there would be no competition for such trivial positions.

It would be just a waste of time and money to advertise positions carrying a salary of only $200.

Q. It would cost a good deal of money and waste of time and the departments were better qualified to make those appointments?—A. Well, I would not say it was any special tribute to the officers of a department to say they were qualified to appoint officials at a salary of $200.

Q. It was to that extent, at all events?—A. Yes, exactly.

Q. It was an arbitrary division, was it not?—A. Oh, yes, quite so.

Q. In the opinion of the Commission, we come to this, with respect to ships, and with respect to a number of smaller appointments: In the opinion of the Commission, the Commission is not best qualified to make those appointments. The departments are better qualified?—A. I think that is a reasonable interpretation of their action in recommending that those positions be exempt.

Q. In the public interest should that line, in your opinion, of $200, which is an arbitrary line, be raised or reduced?—A. Well, here again you are raising a question which I think should be asked the Commissioners. Supposing I should answer yes, and the Commissioners say no, then you would have the situation I described a moment ago.

Q. You are up against the same condition?—A. Exactly.

Q. Now in looking over the figures you gave in reference to the Post Office department, I made a computation of my own and if that line was raised to $600 there would be about 35 per cent additional men?—A. Yes.

Q. If raised to $1,000 there would be about 50 per cent additional men?—A. Yes.

Q. Would that proportion hold good in regard to the other departments?—A. No.

Q. It would not be near that much, provided the line was raised?—A. No. Supposing we have a statement prepared showing exactly the figures you would like.

Q. You say you put it at $600 and $1,000?—A. Outside positions of $600 and under $1,000 each.

By the Acting Chairman:

Q. Make them both, $600 and $1,000.—A. Yes.

By Mr. Hughes:

Q. You said it was a very small position, having a salary of $200 attached to it?—A. Yes.

Q. Under present conditions in Canada it is a very small position that has $600 a year attached to it?—A. Yes.

Q. And it is a small position with $1,000 a year salary attached to it, in what we used to call the outside service.—A. Yes.

Q. For the filling of these positions you want practical men who as a rule are not what you might call scholastic men?—A. Yes.

Q. Is that correct?—A. Yes.

Q. Is the Civil Service Commission in position to find these practical men?—A. Well I should say in reply to that question, that the methods we have disclosed here with reference to ratings by a competent officer of the department would bring about the result which you have in mind.

Q. We will come back again. If I ask you this question, whether in your opinion the public service would suffer, providing these appointments were left to the department, you cannot answer that.—A. No. As a matter of fact I think you gentlemen are to be the judges of that on the evidence brought out at this inquiry.

Q. You would not care to express an opinion on that.—A. I think it would be highly improper for me to express any opinion.

Q. You are quite satisfied with regard to positions of $200 and under, that it is in the public interest.—A. Even as to that I have not expressed an opinion that I thought that the action of the Commission was justified for the reason that as it was the act of the Commissioners, I would not be justified in expressing an opinion one way or the other. It seems however to have given general satisfaction as nobody has raised any particular protest against it, so it looks to me as if it were in the public interest.

Q. I think it was, and it saves a great deal of money.—A. There is no doubt about that.

Q. And a great deal of time.—A. Yes.

Q. And therefore was in the interest of the public.—A. Yes.

Mr. HUGHES: Well I don't think I have anything further to say at the present time.

By an Hon. Member:

Q. Are you prepared to state to what extent the exclusion of those positions of $200 would effect the work of the Commission?—A. Well the work in connection with the $200 positions was never very heavy, because it was not very long after the Act came into operation, that we found that it was not practicable to apply the provisions of the Act to such positions and an order in council was passed exempting them.

Q. What I am coming at, if there was a further change made to exclude the positions up to $600 it would reduce the work.—A. It would reduce the work and the cost.

Q. Could it be done cheaper outside than by the Commission?—A. I imagine if you increase the numbers of exempted positions the department would make the members of their staffs do the work now undertaken by the Commission, and that additional employees would not be required.

Q. Could that decrease the opportunities of their situation in any way?

By Mr. Hughes:

Q. The same rule would apply if the line was drawn at $1,000.—A. Yes. The volume of work would be greatly decreased if we had only a limited number of appointments to make.

By the Acting Chairman:

Q. Have you any statements to produce?—A. Yes, sir.

By Mr. Shaw:

Q. Can you tell us the reason why the Income Tax department was exempt from the operation of the Civil Service Act.—A. No, I have never heard any sufficient reason given for its exemption.

Q. Another question I would like to ask you: I notice in the order in council of June 29th last, railway engineers, for instance, were exempted from the operation of the Act.—A. Railway engineers?

Q. Locomotive engineers?—A. All employees of railways.

Q. The reason that these employees are exempted and referred to in the order in council of June 29th last is because they are under the jurisdiction of the Railway Board?—A. That is the reason.

Mr. CHEVRIER: I have here a number of letters and complaints and memoranda, that I want to file.

The ACTING CHAIRMAN: These will go to the sub-committee.

APPENDIX No. 5

Mr. CHEVRIER: I just want them to be taken as filed. I can deposit them here.

The ACTING CHAIRMAN: Yes, with the clerk.

Mr. FORAN: There are letters of reference in connection with the appointment of Mr. Kemmis asked for by Mr. Martell; memorandum regarding the appointment of A. B. Muddiman, as junior trade commissioner, asked for by Mr. Martell; qualifications for senior clerk stenographer asked for by Mr. Parent; memorandum showing figures in connection with the cost of examinations. These documents were ordered by the Commission and were with the clerk.

As I understand, you say you are meeting on Monday.

The ACTING CHAIRMAN: I understand from the Chairman some of the War Veterans Associations were to be heard.

Mr. RINFRET: I might make an announcement on that point. It has been arranged that Monday and Tuesday we hear representatives of the Civil Service Association, a local association. I am not in a position to say anything further. I don't think anything has been decided outside of that.

The ACTING CHAIRMAN: I suppose Tuesday will be the last meeting.

Mr. FORAN: In that case you will not require me on Monday or Tuesday. You are through with me now for the time being, are you not?

Mr. RINFRET: We always like to have you.

Mr. FORAN: That is very kind of you. Before we adjourn, there is just one matter to which I desired to refer, and that is the promotion of Mr. Kemmis. Evidently the newspapers have got the impression that in connection with his promotion we have done something which we would not allow other departments to do or in other words, that we promoted him without examination. I don't think Mr. Kemmis himself made it very clear as to how he came to obtain his promotion. He received his appointment to the department in the regular way as junior examiner by competitive examination. Subsequently there were two vacancies for senior examiner. He took the promotion examination and was third. There were two men who were successful, Mr. Morgan and Mr. Ballard. Mr. Morgan received his promotion and Mr. Ballard unfortunately died. That left a vacancy. Mr. Kemmis was the only senior man in line for the position. The manner in which he performed his duties and the knowledge of his work which he disclosed, in the examination which he took, although he was not given sufficiently high standing to be successful, justified the chief examiner in recommending him for promotion. I concurred in that recommendation and it was submitted to the Commission for approval. As has been brought out in the evidence here, in connection with promotions in all departments written examinations are not always a condition. In many instances, I think in the majority of cases, promotion is made on a rating given by departmental officers. In this case Mr. Kemmis got a rating from the chief examiner as to his efficiency and fitness and that was concurred in by myself as secretary, following out the regular procedure for promotion. I just wanted to make it clear that his promotion was regular, as far as the provisions of the Act and the regulations made thereunder are concerned.

The Committee adjourned until Monday, March 26th, at 10 o'clock a.m.

MONDAY, March 26, 1923.

The Special Committee met at 10 o'clock a.m., the Chairman, Mr. Malcolm, presiding.

The CHAIRMAN: We have as witness this morning, Mr. A. C. Campbell, representing the Civil Service Association of Ottawa. We will now call upon Mr. Campbell.

Mr. A. C. CAMPBELL, called, sworn and examined.

Mr. PARENT: Before you proceed with the examination of the witness, I would like to ask for the production of certain papers. My intention in asking for them is to have them printed in the evidence. I notice that some papers are not included; for instance, the "list of positions excluded, in whole or in part, under the provisions of Section 38 (*b*) form the operation of the Civil Service Act, 1918, as amended by Chapter 22, 11-12 Geo. V."

I move that these documents be printed in the evidence.

Mr. CHEVRIER: I second that, and I think they ought to be printed as an appendix.

Motion agreed to. (See Appendix—Exhibits, C, C1, C2, C3, C4.)

Mr. SHAW: Before we proceed, I would like to make application for a return from the Civil Service Commission, showing the number of returned soldiers, including disability cases, appointed to permanent and temporary positions by the Commission during each of the last three years; secondly the percentage of returned soldiers appointed by the Commission during each of the last three years; in addition to that, the percentage of returned soldiers including disability cases appointed in 1922 by the departments to the positions exempt from the Civil Service Act. I am taking the year 1922, but I do not care whether it is taken further back.

The CHAIRMAN: It is moved by Mr. Shaw, and seconded by Mr. Brown, that the information asked for be produced.

Motion agreed to.

Mr. BROWN: I think it might be extended to include the Income Tax department.

Mr. SHAW: I have no objection.

The CHAIRMAN: The information asked for by Mr. Shaw can be brought down by the Civil Service Commission, but the information regarding the Income Tax department will have to be furnished by Mr. Breadner's department. I think the evidence will show that the majority of employees in the Income Tax department are girls. It is alright to make a motion, and I have no doubt the information will be furnished.

Mr. BROWN: If any motion is necessary, I shall make it to that effect, so that the information will include the number of males and females employed in the Income Tax department.

The CHAIRMAN: We will ask for that, but perhaps you had better put it in written form so that the secretary will have it. It is moved by Mr. Brown, seconded by Mr. Shaw, that the Income Tax department be asked to show the number of employees, male and female, and also the number of returned soldiers and civilians employed.

Mr. DRUMMOND: Is that for Ottawa alone, or for all over the country?

Mr. BROWN: I was not thinking of Ottawa alone.

The CHAIRMAN: You are taking the complete service?

Mr. BROWN: Yes.

Motion agreed to.

APPENDIX No. 5

The CHAIRMAN: Mr. Campbell, you can now proceed.

WITNESS: To the Chairman and members of the Special Committee of the House of Commons appointed to inquire into the working of the Civil Service Act.

Honourable Gentlemen:—I have the honour to appear before you as the representative of the Civil Service Association of Ottawa, and with your kind permission, I will state the matters which I am commissioned to bring before you. But, first, you will probably wish to know something of this association. The Civil Service Association of Ottawa was organized in 1907, and has been in continuous operation since that time. It is a purely voluntary organization; all those who come under the provisions of the Civil Service Act, and are regularly employed in connection with the central offices of the several departments are eligible for membership. The objects of the association are to promote the common interests of the civil servants employed by the Government of Canada;

By Mr. Chevrier:

Q. What is that again, please?

Mr. PARENT: Promote what?

The WITNESS: Promote the common interests of the civil servants employed by the Government of Canada. The association is affiliated with the Civil Service Federation of Canada, a body Dominion-wide and covering the service as a whole. The fee is one dollar a year. The membership of our association last year was about 1,700; renewals are now in course of collection, and returns are expected about the 15th of April. The indications are that when this year's lists are made up, the membership will be as large as last year. and there is hope we may increase to over 2,000. In case further details may be desired, at a future time, I have here copies of the latest print of its constitution. This has been slightly revised since it was printed and is now in course of preparation for reprinting. I have also copies of the annual report for 1921 and for 1922, including the treasurer's statement.

We desire that certain changes in the law and administration of the civil service should be made and we would specially emphasize and urge the following:

1. Superannuation (generally).

It was in part to promote this reform that this association was established, and we have never consciously neglected any opportunity to advocate and forward it. We regard a sufficient system of superannuation as not only just and wise in itself but also as a necessary preliminary to the proper working of every other great reform in the service. To be more specific, we believe that a superannuation system would:

(*a*) Stabilize and unify the official organization of the service by giving every employee an incentive to remain in the service and to improve his position as rapidly as possible.

By Mr. Chevrier:

Q. That is all very interesting, but I cannot keep it in my mind. Maybe we are going a little fast in this, but I would like to get some notes so that I may question you later on, and if you would not read it quite so fast—I am not a very fast writer—will you give me another chance on that last paragraph?—A. Superannuation?

Q. Yes.—A. First, it would stabilize and unify the service.

(*b*) Keep the service clear of deadwood by retiring those rendered inefficient by age.

(*c*) Promote efficiency by assuring every consistent worker of maintenance in old age should he survive, with due provision for dependents.

(*d*) Automatically attract to the service the right kind of people.

(*e*) Maintain the "flow of promotion" which Sir George Murray, the British authority on civil service matters, said was so important.

(*f*) Facilitate the constant changes in every office, which are made necessary by constant changes in the work to be done.

(*g*) Generally improve the morale of the service.

By Mr. Parent:

Q. Do they need that?

The WITNESS:

A Necessary Measure

We believe that the experience of governments and of large employers of labour whose work is at all of a permanent character proves beyond question that a Superannuation system is the only possible preventive of waste through disorganization and inefficiency. And we belive that the service of the Dominion of Canada is no exception. We urge superannuation not merely as an act of justice and advantage to members of the service, but also as one of the greatest acts of economy in the interest of the public.

As to the nature of the superannuation system that should be brought into force, we have this to submit:

A Two-fold problem

In any practical proposal for a superannuation system for the Dominion service there are two elements or phases to be considered.

(A) There is the service as made up of those who are to be appointed after the superannuation system becomes effective. These people will accept appointment with all the terms concerning superannuation clearly before them, and no special provisions are necessary in the law to establish fair conditions for them in relation to the government or in relation to one another. As to these people, the superannuation system will be fair and equal from the beginning.

(B) But those already in the service do not begin with equal advantage. There are untold variations of service, salary, experience and status, some of which will be favourably and others unfavourably affected by the terms set up by the superannuation system whatever those terms may be.

For instance, Smith has spent twenty years as a servant of the Dominion Government. But for ten years his employment was called "outside" or "temporary". His employment may not have changed at all, but whereas he formerly worked as an unclassified employee, now he is counted a member of the civil service. Jones, on the other hand, has been for twenty years in a branch of the Ottawa service and there has been no legal change in his status. Everybody will agree we assume, that Smith and Jones should be on the same basis under the new superannuation system. Special provision ought to be made to maintain equality in all such cases.

Main Points only

The Civil Service Association has for some time held to the idea that it is wise for civil servants to urge upon the Government and Parliament only the main points of a superannuation system, leaving details to the experts whose opinion must necessarily have great, perhaps

decisive weight, in these matters. But they hope that as far as possible provision will be made, either by specfic enactment or by providing some subsequent regulation or procedure, to establish equality among those now in the service so far as the proposed new system is concerned. With this as a preliminary, the association advocates the embodiment in the system of five points. These are set forth in the report of the officers which was adopted unanimously at the last annual meeting, as follows:

(*a*) That the by-law should provide for a fund to which all employees as well as the Government should make contribution.

(*b*) That provision should be made for the payment of pensions to widows and children of deceased civil servants.

(*c*) That the age of retirement should be definitely fixed.

(*d*) That in case of no pension benefit being payable on the death or retirement of a civil servant contributions should be returned.

(*e*) That in applying the superannuation scheme to those at present in the service contributions should be on a uniform basis and not exceeding five per cent.

Our association has expressed itself so far, only upon these points regarding superannuation, but should the opinion of our members be desired on other points, the officers will be glad to call upon the membership for an expression of that opinion.

2. Permanency of Office in the Service

Until 1919, so far as we are advised, one appointed to permanent office in the civil service held office "during pleasure," that is, during the pleasure of the Governor in Council, and this was assumed by everybody to mean permanency in office. This principle is still generally effective, but two changes have been made in the law in recent years which have greatly weakened this principle of permanency. In 1919, the following was added to the Civil Service Act as subsection (3) of Section 28.

By Mr. Chevrier.

Q. What is that citation again?—A. Subsection 3, Section 28, 1919:

"An employee holding a permanent position that is to be abolished and which is no longer required, shall be laid off and his salary discontinued, but his name shall be placed in the order provided by the regulation of the Commission on the eligible list for the class of position from which he was laid off or for any other position for which he may have qualified."

Of course, a man who is depending upon his monthly cheque as a civil servant, when told his office is abolished and his salary with it, cannot await the wholly uncertain outcome of the placing of his name on the eligible list. If he cannot secure transfer to some other position in the service he must seek work outside, and in seeking it in competition with others he must wholly renounce even the shadowy position on the eligible list.

In fact action under this cause is dismissal, dismissal without appeal, and save as a matter of grace and favour without any allowance for past service.

Resort to this action is unnecessary, but always possible, and the civil servant is not likely to disregard that fact.

Since the passing in 1920 of the Civil Service Retirement Act commonly called the Calder Law, a servant may be retired, but not by a summary act of a department, with the endorsation of a merely formal order in council, but not without some recognition of past services.

By Mr. Chevrier:

Q. Up to that stage, have you any fault to find with the first portion—that subsection 3 of Section 28?—A. Do you mean we want it repealed?

Q. Yes.—A. We do very much.

By Hon. Mr. Marcil:

Q. Who acts under this clause, the Speaker of the House, putting off an employee under that subsection? Take the case of the Debates? You say that the time may come when an employee is no longer required and his services are dispensed with. Who decides that?—A. As I understand it, it is decided by the department and backed by an order in council, which is a mere formality. It is in fact the act of the department.

By Mr. Chevrier:

Q. In the case of the Hansard men, how would it be?

Hon. Mr. MARCIL: The Internal Economy Committee.

The WITNESS: The officers of the House of Commons are not under the Civil Service law as completely as other members of the service—those in the administrative branches. As I understand it, the Officers of the House of Commons, the Senate, and the Library of Parliament are under the Civil Service Commission for only four separate matters, appointment, promotion, gradation and salary.

By Hon. Mr. Marcil:

Q. What about the Hansard Staff in the House of Commons?—A. We, as I understand it, are members of the staff of the House of Commons and are under the Civil Service Commission in the same way as other members of the service in the House of Commons are.

Q. The appointments to your staff are made by the Commission?—A. As I understand it, yes; as a matter of fact, that is what is done.

Q. And dismissal is made by the department through an order in council?—A. Yes—under this section you mean?

Q. Yes?—A. Yes, but as I understand it the order in council in this case is different from the order in council which dismissed an employee outside before 1919, when the principle of permanency was in full effect. Although I have been many years in the service, if we count ourselves in the service, I have known of only two people being dismissed before 1919, before the coming into effect of this section.

Q. And how many since?—A. A great many—scores.

Q. In your branch?—A. None in the House of Commons—service, as far as I know.

By Mr. Brown:

Q. And the dismissals have been because the positions were abolished?—A. Yes sir.

By Mr. Chevrier:

Q. Mr. Campbell, I want to clean up this point. Section 42, subsection 2 of the Act gives to the Commission the power to devise, combine, order or abolish existing classes and grades. Do you know whether the minister or the deputy head of the department has the power to abolish existing classes or grades?—Do you know whether he has that power?—A. I do not know that as a matter of law. I know there are certain friends of mine who are dismissed, or under notice of dismissal, and we assume that it is done under this section.

Q. Very well, but what I am trying to get at is this: This Section 28, subsection 3, says that when an employee holding a permanent position that is to be abolished—you cannot say whether that abolition is done by the Civil Service

Commision or by the department? If you can, all right, and I will continue the examination; if you cannot, I will find out from the proper officials.—A. I would rather somebody else would speak about that. I can only give the impressions of the civil servants.

By Hon. Mr. Marcil:

Q. From whom does he get his notice of dismissal—from the Commission, or the officers of the Commons?—A. Speaking of the House of Commons staff.

Q. Yes?—A. I do not know. I know one man who got his notice of dismissal in a personal interview with the deputy minister.

Mr. CHEVRIER: I think it would be well if we are not asking too much of Mr. Foran, to ask him to be here. I cannot blame his absence because we said we were through with him, but it is not for any one of us here, I think, to interpret this law. I have my own idea as to how the dismissals are made, but I think it would be well to have somebody here in authority to clean up the points of this nature, so we can go on, and ask who is responsible for this. If the Commission is responsible for it, I would like to continue the investigation; if the department is responsible, then we will wait until the deputy ministers are on the stand, and we can make the proper notes on our brief to know what proper persons to examine.

The CHAIRMAN: Dr. Roche is in the room. Would you like to ask Dr. Roche?

Mr. CHEVRIER: I did not know the doctor was here. I am quite satisfied to have that from Dr. Roche, if he will make that statement.

Dr. ROCHE: If I understand it, the query is as to whether the department or the Commission is responsible for the recommendations to lay a person off when the position is being abolished?

Mr. CHEVRIER: Yes.

Dr. ROCHE: The department.

Mr. CHEVRIER: The Commission has nothing to do with the abolishing of the position?

Dr. ROCHE: No.

Mr. CHEVRIER: If that is so, what is the purpose of section 42, that the Commission, when it seems necessary to establish additional classes, etc., may divide, combine, alter or abolish existing classes and grades? I don't know that there is anything in the law that gives that power to the deputy minister, and if you know of the authority under which the deputy minister would be acting in abolishing that position, I would be very grateful if you would let me know.—A. That refers to classification. We can alter; we can add to; we can make a new classification of a position. We can alter an old classification, but it does not mean that we abolish literally under that section the position itself. It is a change in the classification of the position.

Q. The deputy head is the only person who can abolish a permanent position?—A. That is it.

Q. By making a recommendation to Council and by Council passing upon it?—A. Yes.

Q. But the Commission would have nothing to do with the abolishing of a permanent position?—A. All we can do in that case is when a deputy minister abolishes the position, if he desires the person occupying that position to be placed on our lay-off list, he can so recommend.

Q. Thank you very much. To continue, Mr. Campbell, before you give the provisions of the Calder Act, you want something to cure this difficult situation in which the civil servant finds himself in when the deputy reports the position should be abolished?—A. Yes.

Q. There is nothing now that takes care of him except the provisions of the Calder Act, that are being renewed from year to year?—A. Yes.

Q. You want some permanent remedy, such as superannuation?—A. The request we make is the reinstatement of the principle of permanency.

Q. I can well understand you are not satisfied with the temporary provisions of the Calder Act as to the retirement of these people?—A. (Reading) "Resort to this action is unnecessary but always possible, and the civil servant is not likely to disregard that fact—since the passing in 1920 of the Civil Service Retirement Act, commonly called the Calder law. Under this Act a civil servant may be retired, but not by the summary act of a department with the endorsation of a merely formal order in council, and not without some recognition of past services. Honourable members who were in Parliament in 1920 will recall, and others can learn by consulting the Debates of that session, that the declared object of the Calder law was to facilitate the retirement of old and inefficient civil servants. The Act was to be in force for only a year and the pruning of the service that was to take place under it was to be preliminary to the passing of a general superannuation measure. That law has been extended in scope and in time and is still in force, but with a fixed date of expiry. There can be no doubt that during the war the civil service like every other form of effort enlisted many new workers and kept as many old ones who when normal conditions returned were the reverse of helpful. While our association opposed the breach of permanency especially as made by subsection 3, section 28, nevertheless all recognized that, even at the expense of suffering to individuals, economies had to be effected and, to that end, retirements imposed. But now, four and a half years after the war, it is believed that the conditions are changed and that it is not necessary or desirable that every civil servant should work in fear of summary, unexplained and blank dismissal. The record of most of the departments will show that means are actually found to maintain in practice the old principle of permanency. We would respectfully but very urgently request your honourable Committee to recommend in the strongest terms the enactment of the promised superannuation law, the re-establishment of the principle of permanency which held unquestioned from Confederation until after the close of the Great War.

It is obvious, we think, that a "permanent" service that is not permanent is a contradiction in terms and an impossibility in practice. It is not reasonable to expect that the morale necessary to efficiency can be maintained when no man knows but that his "permanency" may be abolished by departmental action to-morrow.

There is also the claim of justice. The Dominion of Canada is a great impersonality, but it has honesty and pride of honesty like a person. The Dominion of Canada pays its debts and is proud of the fact that its record of engagements kept is 100 per cent clean. We of the civil service are men and women and in this matter we appeal to the honest and proud Dominion of Canada and to you as its representatives, as a plain case of fair dealing between man and man. For this reason, over and over again, when during the worst days of the high cost of living we appealed for salaries more in accord with the hard conditions of life, and when we showed that every other class had increase of income far beyond our own, we were told that, unlike all others, we held positions that were secure for the duration of our working lives. And on that ground our requests, even though backed by the Government's own figures—figures that not only could not be controverted but were not even questioned, —were denied. In other words, we have bought and paid for permanency. It is now for us to make demands of the great law-making power that rules all Canadians, but we do most respectfully and urgently request that that which was ours in former times as a matter of public policy should now be restored not merely as a matter of public policy but also as a matter of simple justice.

APPENDIX No. 5

3. Salary Revision

Our Association has constantly pressed for a revision of salaries to meet conditions. We accepted what seemed to be the judgment of all authorities, that war prices were a temporary phenomenon and that deflation would come, and were content that the temporary condition should be met by a temporary increase in the form of a bonus. We have always believed, and have never concealed our belief—in fact quite the contrary—that the bonus made a very poor showing in contrast with increased prices. Also we objected to the bonus being given in the form, as we believed, of a dole. But our objections now are unimportant—we accepted what was offered. We are glad that the Government has seen fit to continue the bonus, for prices are still high, as shown by the Government's figures and as even more conclusively proven to each person by his or her own experience. We are particularly glad that the announcement by the Prime Minister of renewal of the bonus is accompanied by a suggestion—we think it not too much to say, an implied promise—that at the proper time the revision of salaries will be considered. We would ask your honourable Committee to recommend that when this matter is taken up it should be with two considerations in mind.

We believe and would urge, that, no matter to what extent the deflation of prices of this or that article or service may be, there is no possibility of the average of pre-war prices being restored. An increase in the cost of living is a permanent condition in Ottawa. What ratio that increase will bear to old prices, of course, is a matter for careful consideration by experts. But at least the fact should be recognized as a fact."

By Mr. Chevrier:

Q. When you say that, have you in mind the normal increased cost of living irrespective of the abnormal cost of living, due to war conditions. That is what I suppose you have in mind?—A. Yes.

Q. That is the economic normal increase in the cost of living since a number of years?—A. Yes.

Q. If I remember rightly, when the discussion on the bonus came up, we fixed that the normal increase, irrespective of war conditions, would be about 30 per cent; the economic increase over that was 80 per cent or 90 per cent; in some cases, 123 per cent increase, due to absolute war conditions?—A. Yes.

Q. I want that to be fixed so that the members of the Committee will know that what we argued on that bonus question, even if war conditions were wiped out, there would then be a normal increase of 30 per cent at least over the previous period to 1914—A. I believe that was calculated.

Q. Was not that the report Mr. LaRochelle made?—A. I understand so.

By Mr. Shaw:

Q. Do I understand the living costs in Ottawa are in excess of any other part of the country?—A. Yes, some parts.

Q. I think you are right from my own experience. I was just wondering if that was your idea.—A. I speak of Ottawa only because we are the Civil Service Association of Ottawa, and we have no right to deal with other matters. Of course in everything that I say I am trying to represent the Association, which we think is the best representative of the service in Ottawa as a whole. The second consideration to be borne in mind as to the cost of living is that there is a necessary advance in the standard of living. This is a matter of world experience throughout the ages of every civilization. And the movement thus indicated is more rapid in these days of invention and development than ever before. Whether demand precedes supplies or vice versa, the fact is that invention is constantly bringing into existence things which

may seem almost superfluous when first made known but which, afterward come into every day use, and at length becomes necessaries of existence in society. Unless the civil servant is afforded means to keep up this movement the effect is to reduce his standard of living, and this means inevitably that the class of people desired and necessary will no longer be attracted to the public service. That which we have already urged upon the authorities is that the salary schedules of 1908 should be taken as a basis and that these should be revised in accordance with what are found to be permanent conditions. In this operation, regard should be had to the considerations above mentioned.

Also, we urge, of course, that in the fixing of salaries regard should be had, as far as possible, to all the conditions involved, with a view to doing justice to all and avoiding anomalies and inconsistencies, for these are potent causes of dissatisfaction and tend to reduce the efficiency of the service as a whole.

By Hon. Mr. Marcil:

Q. Outside of the bonus generally, what has been the increase of the salaries paid from 1914? Has there been a very appreciable increase over 1914, outside of the bonus altogether? I thought you might have it there.—A. Mr. Ryan, the vice-president of the association, formerly the secretary, who has had a great deal to do with these things in past years, and who is more familiar with these details than I, will answer that question, if you will allow him.

Mr. PARENT: He is going to be heard.

Hon. Mr. MARCIL: We will ask him that when he is here.

Mr. PARENT: When he is heard.

WITNESS: (continuing).

Civil Service Councils

It has always been the opinion of the association that the greater the control of civil service affairs vested in the civil service itself, the more efficient will the service be.

So, when the whole civil service was brought together by the Act of 1918, for the purpose of administration, it was apparent to civil servants at once, that some plan of co-operation was necessary, whereby the views of the service with respect to conditions of employment would be considered before decisions were made affecting those conditions.

Consideration of the views of the service by the Government is essential if the administration of the service is to be conducted with economy and efficiency. The Association believes that this can be accomplished by the establishment of civil service councils, where representation of those concerned meeting in round table conference, can consider questions affecting conditions of employment.

By Mr. Chevrier:

Q. On that score have you any definite scheme? Have you any definite scheme to show how these councils would work, for instance a branch council an inter-departmental council, have you worked it out?—A. So far as I know, no scheme has ever been laid before the association, but we have made representations on that subject to the Government, and when you hear Mr. Ryan, I am sure he will be able to tell you more of what has been done than I could tell you.

Q. So that Mr. Ryan may have an idea of what I have in mind beforehand and may think it over, have you ever tried to adapt Whitley Councils to the present classification. I mean, would Whitley Councils be possible under the present classification? Have you tried that?—A. Personally I have not

done so, but if there is an answer possible to that on the part of the civil service association, Mr. Ryan could give it better than I could.

Q. Whilst I am on that point, have you also tried salary revision in view of the present classification?—A. As to a percentage, do you mean?

Q. Yes, as to how the salary revision would work under the present classification. I mean, to put it in another way—is it possible to have a proper salary revision and yet maintain the classification of the service as it is to-day? Secondly, is it possible to establish Whitley Councils and maintain the classification of the service as it is to-day?—A. These points will be dealt with.

Governments have encouraged the formation of somewhat similar councils in private industry, and conditions in the service are more suitable to their formation as there is no definite opposition of interests between the two groups which would form the personnel of such councils in the civil service as compared with industry. It is realized that government departments must be administered for the benefit of the public, and the ministers in charge being responsible to Parliament, for this administration can not be embarrassed by unreasonable restrictions.

The Association believes that a national civil service council should be established and should include the following matters in its scope.

(a) Provision of the best means of utilizing the ideas and experience of the staff.

(b) Means for securing to the staff a greater share in and responsibility for the determination and observance of the conditions under which their duties are carried out.

(c) Determination of the general principles governing conditions of service e. g. recruitment, hours, promotion, discipline, tenure, remuneration, superannuation, classification and reorganization.

(*d*) Power to set up subsidiary councils and determine the power and scope of such councils.

The findings of this council should be reported to the Governor in Council, and be operative.

That the principle here enunciated will work out in practice is illustrated by one noteworthy experience. When the service was to be reclassified it was deemed advisable to establish a body known as the board of hearing and recommendation as part of the machinery of the Civil Service Commission. The Civil Service Federation, the Dominion-wide body with which this Association is affiliated, being requested, appointed two members as representatives of the service on this board. The work of this body is before the country. We of the association point with pride to the way in which that work has been done and to the excellent results to which it has led.

All of which is respectfully submitted.

By Mr. Chevrier:

Q. I am very grateful for that information. That, as I understand, represents the view of the association?—A. Yes.

Q. Now, you say there are 1,700 members in your association?—A. Yes sir.

Q. How many civil servants are there in Ottawa?—A. That information can be obtained more definitely from other people than from me, but we say from 5,000 to 6,000.

Q. 5,000 to 6,000 civil servants. What would you say if others said between 10,000 and 12,000?—A. I would say that perhaps they might be right.

Q. So you have no fixed idea?—A. No, we have no fixed idea.

Q. Those then are the views of your association on innovations, I mean improvements?—A. Yes.

Q. You have said nothing with reference to the present conditions in the service, which conditions I am very much interested in improving and in which direction I understand you are labouring, but I would like to know if there are any defects that your association knows of having existed in the civil service administration? Are you perfectly satisfied as to the manner in which appointments are being made in the service or have you any grievances to find in that way? Has your association any grievances or any complaints to make with respect to appointments to the civil service?—A. I have no instructions on that point.

By Mr. Parent:

Q. Have any complaints or representations to that effect been made?—A. I don't recollect any at the moment, but if you will put that question to Mr. Ryan, as to whether such representations have been made, he will know.

By Mr. Chevrier:

Q. Do I gather that the sole purpose of your being here is to submit the views of the Association with reference to those three or four different heads you have mentioned and that Mr. Ryan will then explain if there are any grievances, any defects, or any modifications under the present law. That is what I would like to know.—A. If I might explain, without seeming to complain, which I have no possible wish to do, I would like to say that we were notified only on Saturday that we were to be called this morning. We have done our best to prepare ourselves, to set ourselves before the Committee.

Q. In other words, Mr. Campbell, in making this statement, I might shock some people, but in other words you have not had time to rehearse your evidence with your people to find out just what they wanted, in other lines?—A. That is the case. We called our representatives together to discuss the matter, going back over our records, assisted by the recollection of those who were present, and we tried to bring together all those matters upon which we had a policy and upon which we agree. There are, of course, many many matters which are still under discussion amongst us, many of them discussions of old time, upon which it may be that our policy has changed from time to time and with regard to which we have not come to any definite conclusion. With regard to those, I don't want to trouble the Committee. In fact, I would have no power or no right to speak upon them, because I am here to represent the Association and until I get unanimity of expression or the opinion of a majority, of course I cannot speak. I understand that Mr. Ryan's instructions do not go beyond mine, but Mr. Ryan's recollection, with regard to details, his knowledge of details and his recollection of these matters are much better than mine, and as far as these things are concerned he probably will be able to give a greater degree of information.

Q. What I wanted to find, Mr. Campbell,—we are here to inquire into the operations of the Civil Service Act and so far as I am concerned I would like to know, because probably on account of the short notice your association has not had time to go into it, but I would like to know whether your association, as such, is perfectly well satisfied with the working out of the present Civil Service Act or if you have any suggestions to make for improvement, if there is room for improvement, outside of the topics which you have brought up this morning. That is what we would be concerned in.—A. Naturally, in the course of our discussion, that point came forward and I was instructed to say that while we had not been able to reach a conclusion in the time, yet if we had succeeded in interesting the Committee, and if the Committee would like our conclusions, we would be very glad, if given further time, to consult our membership and get an expression of opinion upon any points that the Committee or the members of the Committee may desire information upon.

APPENDIX No. 5

By the Chairman:

Q. Would you allow me to say that we regret the time allowed was not longer in which to prepare the evidence, but the reason the sub-committee chose to call representatives of the organizations was to eliminate the multitudinous individual complaints which may come before the Committee. The sub-Committee felt that in hearing opinions as to the working of the Act from the heads of organized associations we would be getting concise evidence before the Committee, we would be serving the interests of your association better by having the complaints passed through the hands of your organization and we would facilitate the work generally. Now if the shortness of time, which Mr. Chevrier points out, has made it impossible for you to compile your complaints or suggestions as to the working of the Act, we would be very glad indeed to have you reconsider the matter and reappear, bearing in mind the fact that your letter to us or your article to us starts out with "A Committee appointed to inquire into the workings of the Act". You head your letter correctly, but your letter embodies suggestions for systems which may be good for the civil service but which are not based on the workings of the existing Act?—A. I quite see that.

By Mr. Parent:

Q. Do the messengers belong to your organization?—A. Yes.

Q. Including those of the House of Commons?—A. Yes.

Q. Your association is a voluntary one?—A. Yes.

By Hon. Mr. Marcil:

Q. Those join who wish, and those who do not wish, do not join?—A. Quite so.

Q. Is every employee in Ottawa classed as a civil servant, no matter what work he does?—A. No, as I understand it, there are some who are not under the control of the Civil Service Act.

Q. Can you define what you mean in your association by a civil servant, broadly speaking?—A. Those who are under the Civil Service Act and who are regularly employed in the head offices of the several departments.

By Mr. Chevrier:

Q. That definition is the definition of your association only?—A. Of course. Oh yes.

Q. When you said 5,000 or 6,000 employees, that is according to the definition as contained in your regulations?—A. I took it that that was what you meant.

Q. So that the definition may be left to any particular body to define who would be civil servants?—A. Yes.

Q. Outside of the definition of civil servants as contained in the Act itself? —A. We were speaking at the time, as I recollect it, of the membership of the association and the membership of the Civil Service here, in Ottawa, and I thought the idea was to find some proportion of those who were last year actual members of the association.

By Mr. Garland:

Q. In other words, according to your figures, about one-third of the eligibles are members of your association?—A. That is what we figure on.

Q. Has your association any locals?—A. No, sir; we are ourselves a local association.

Q. What is the number of your local?—A. We do not number them.

Q. But some of the locals of the civil service association are numbered, such as 66, 67 and so forth?—A. Yes.

Q. Are they not all numbered?—A. That is a body outside ourselves: that is a different organization.

By Mr. Parent:

Q. Do you mean to say that every employee of the Government can form or join an association?—A. Every employee of the Government in Ottawa is eligible for membership in the association, that is, every employee of the Government who is under the Civil Service Act.

Mr. CHEVRIER: Suppose we ask Dr. Roche for the proper definition of a civil servant.

The CHAIRMAN: That has been gone into already.

By Mr. Garland:

Q. What is the difference between these locals of the association?—A. There is a civil service organization which, as I understand it, is Federal in its character, and is made up of different organizations. each one of which is a member; that is not our Association, it is not connected with the Civil Service Federation. Our organization is entirely apart and separate from that.

Q. The Federal employees of Canada, do you come under that?—A. No, sir.

The CHAIRMAN: Mr. Chevrier, are you satisfied now, or do you want Dr. Roche to give his definition?

Mr. CHEVRIER: I understand from Dr. Roche that it means anybody in the employ of the civil service, for instance, a charwoman, a bricklayer or a stonemason is a civil servant.

JAMES H. RYAN, called, sworn, and examined:

By the Chairman:

Q. What is your name?—A. James H. Ryan.

Q. What is your position, Mr. Ryan?—A. I am Vice-President of the Civil Servants' Association of Ottawa.

Q. Will you proceed with your explanation, Mr. Ryan?—A. I have no explanation to make, sir. I think the first thing I should offer is an answer to Mr. Marcil's question with regard to the increases since 1908 or 1914—which would you prefer?

Q. Take 1908 if you like.—A. With regard to the increase from 1908 to the present time, I would like to make this announcement, that under the schedule of 1908 a messenger got from $500 to $800; under the present schedule he gets from $600 to $900, an increase of 12½ per cent. A clerk in the service known as 3-B in 1908 got from $500 to $800; a junior clerk under the present classifications gets from $600 to $900, or an increase of 12½ per cent. A clerk in 3-A in 1908 got from $900 to $1,200; under the present classification he gets from $960 to $1,240, an increase of 5 per cent; 2-B clerks previously got $800 to $1,000; a senior clerk now gets $1,320 to $1,680, an increase of 5 per cent; clerks 2-A previously got from $1,600 to $2,100; principal clerks under the present classification get from $1,800 to $2,280, an increase of 8.57 per cent, Clerks 1-B had a salary schedule of from $2,100 to $2,800; the classification now is, for a head clerk, from $2,400 to $2,880, an increase of 2·86 per cent; clerks 1-A got from $2,100 to $4,000, they now get from $3,000 to $3,600, a decrease of 10 per cent.

Q. Have you the average increase?—A. No. sir.

APPENDIX No. 5

The CHAIRMAN: Over the classes which Mr. Ryan has just mentioned, I would estimate that the average increase was not over 5 per cent.

By Mr. McKillop:

Q. What would the average increase be, Mr. Ryan?—A. I am not able to give that strictly. We have tried on several occasions to get that, but could not get the number of married people and single people in the service, and as given on that basis, we cannot get the exact information.

Hon. Mr. MARCIL: What did I understand you to say the average increase has been, Mr. Chairman?

The CHAIRMAN: Not over 5 per cent, Mr. Marcil. Taking them by classes, that is, taking the average increase on seven classes, one shows a decrease, and the total is 34 over seven classes, but Mr. Ryan cannot say how many there are in each class.

By Hon. Mr. Marcil:

Q. What I want to know is whether they are earning less now than before, without including the bonus?—A. They are earning slightly more, I think.

By the Chairman:

Q. Exclusive of the bonus?—A. Exclusive of the bonus.

By Mr. Chevrier:

Q. Is that due to the increase under the 1918 revision of salaries?—A. Yes, sir.

Q. Since 1918 there has been no revision?—A. None whatever.

By the Chairman:

Q. What would be your estimate of the necessary increase based on living costs and changed conditions which Mr. Campbell pointed out in his evidence? —A. To meet present economic conditions we have figures at the present time to show that the normal increase over 1914 is 60 per cent.

By Mr. Chevrier:

Q. It has gone down in the meantime?—A. No, sir; that is the normal increase; the normal increase is taken out.

Q. But with the normal increase it would be how much?—A. About thirty per cent is normal.

By Mr. Parent:

Q. Is that worse than last year?—A. The cost of living is approximately the same as last year, according to the figures received from the Department of Labour.

By the Chairman:

Q. Do you estimate that the salaries of 1908 should be supplemented by a sixty per cent increase to bring them up to 1923?—A. That is what we deduce from our figures.

By Mr. Chevrier:

Q. In that you would take into consideration the possibility of deflation?— A. Yes.

Q. So that it is exceedingly hard at present to determine what the increase should be, except that at all events thirty per cent should be given?—A. Yes, sir.

Q. Because that is the normal increase?—A. Yes, sir.

Q. That is, that will never decrease?—A. No, sir.

By Mr. Parent:

Q. The bonus would be dropped?—A. We find this trouble with the bonus, the uncertainty to all concerned; members of Parliament have the same anxiety as we have.

A MEMBER: But we do not get any bonus.

By The Chairman:

Q. Do you consider that it is impossible to-day, without knowing what the deflation will be, to arrive at a settled valuation on service?—A. Yes, it would be a little difficult.

Q. Do you think then that it would be better to continue on our present basis, supplementing it with a bonus equal to the conditions in each year until we have reached nearer the settled condition we all hope for?—A. We are of the opinion, although we have nothing to confirm it, that we have got pretty near that condition at the present time.

Q. You mean we are at a fixed condition of living costs?—A. Almost, as Mr. Campbell, in what he has placed before the Committee has stated, new financial and new sociological conditions have brought the cost of living up to such an extent that it will never go back to what it was previous to the war.

Q. You do not hope for much from lower production costs?—A. Not if the salaries or wages paid to employees in industries are continued as they are.

The CHAIRMAN: That is the very point.

By Mr. Chevrier:

Q. Do you think, Mr. Ryan, that the salary revision could be applied, the revised salaries could be applied to the present classification; do you think that is possible?—A. There would be some difficulty experienced. Unless you added a flat amount per month to the salary schedules I think you would have to work out a percentage to decide first what percentage of increase you would add, and then add an approximate amount to the different salary schedules under the classification.

Q. Would you base salaries as fixed by the classification, the range of salaries set down in the classification book?—A. You mean, would we use that as a basis?

Q. Yes, would you use that as a basis?—A. If you maintained the present classification, you would have to.

Q. Would your association be prepared to say that the range of salaries as set down in the re-classification should be used as a basis, and to that you should add a certain percentage?—A. I think they would be willing to accept that.

Q. You say you think so?—A. I think so; we have not discussed it in that light.

By Mr. Brown:

Q. I would judge from Mr. Campbell's evidence that the abolishing of positions has been rather more of late years than formerly. I suppose we can anticipate the answer, but would you say that that process will not necessarily be increased for some time, until the service is reduced to the extent to which normal conditions will warrant; of course we admit the abnormal conditions in the past? —A. You mean that it is likely to continue, or that it is likely to stop?

Q. As the service has hardly been reduced to the numbers that would be warranted by a return to normal conditions, I would expect you to say No to that. —A. It is difficult to answer the question, because there are different departments that have taken on extra work or more work, while other departments have reduced their staffs, so the departments are working back and forward all the time, some increasing and some decreasing their staffs. That will always continue; that always has been the case.

APPENDIX No. 5

By Mr. Shaw:

Q. Since 1914 there have been a large number of additional departments organized?—A. Yes, several, such as the Pensions Branch, the Soldiers Civil Re-Establishment and others.

By Mr. Brown:

Q. Those were rendered necessary by war conditions?—A. I think the bonuses have been reduced over 50 per cent in the last five years.

By the Chairman:

Q. As a representative of the civil servants organization, and as a civil servant yourself, do you consider that the civil service in Ottawa is giving to the department in which they work, 100 per cent efficiency?—A. Generally, yes.

Q. You do not suggest that any reduction in the staff could be made to meet the increased remuneration which you think is advisable?—A. No. We have no policy on that question; we have not discussed it from that point of view. I can only give you my own personal opinion. I find I have all I want to do, as a civil servant.

By Mr. Brown:

Q. What are the average working hours of a civil servant?—A. We start at nine o'clock in the morning and quite at five o'clock in the afternoon.

By the Chairman:

Q. You say you have all you want to do; that is a very human statement. If somebody offered you a position with very much more responsibility and more work, but at an increased salary, would you stay where you are?—A. It would depend upon the amount of work I would have to do. If it meant that I had to work harder than I have to work at present, I would not accept the new position.

Q. Therefore you think the present Government is getting 100 per cent efficiency for what it is paying?—A. I am speaking of myself only.

Q. You are speaking from a personal point of view?—A. Yes.

Q. What is the feeling of your Association?—A. I think it is the same as my own, although we have not discussed these matters.

By Mr. McKillop:

Q. Some of us at home work very much longer hours than from nine to five. —A. I have worked longer hours than that myself. I have often worked 16 to 18 hours a day, but never harder than I work at the present time.

By Hon. Mr. Marcil:

Q. Do they require you to work after five o'clock?—A. Yes, sometimes.

Q. Are any of the departments over-manned or over-womanned in their staffs, to your knowledge?—A. Sometimes we hear of that.

Q. But do you know as a fact that such is the case?—A. I could not say. The administrators of the different departments would be more able to answer that question than I am.

By Mr. Parent:

Q. Have you any deputy ministers in your organization?—A. We had one.

Q. Have you any at the present time?—A. None.

Q. Have you any heads of departments?—A. Yes, sir.

Q. Can you give us the names of those you know?—A. Not without looking over the lists of our membership.

Q. We asked Mr. Campbell whether he had ever heard any complaints from your association, or could state the position of your association concerning the

present salaries, but he was not prepared to answer the question; as far as you can remember, can you tell the Committee whether you ever heard of any representations of that sort?—A. I thought I answered that question to Mr. Chevrier, with regard to the classification at present.

By Hon. Mr. Marcil:

Q. Let us take one instance; take the messengers. You have the messengers in the various departments and the messengers in the House of Commons?—A. yes.

Q. Have any representations been made to you to the effect that the messengers of the House of Commons are getting a better salary, on account of their longer hours of work?—A. None that I know of.

Q. Are you aware that the messengers of the House of Commons work much longer hours than other messengers?—A. Yes, sir.

Q. Is it not fair that those messengers should be paid more than those other men?—A. I think that is fair. The rules or regulations in the Act provide that we shall work when we are asked to work.

Q. I am just asking for a general opinion.—A. I think that is reasonable.

By Mr. Chevrier:

Q. Is there not something in the Act which says that the hours shall be from nine to five, but that it may be otherwise stipulated, and that therefore you are not simply bound to work until five o'clock and then quit, but very often you have to work very much over that limit?—A. The law gives the head of a department the right to ask us to come back to work when required.

Q. At all events, your hours are from nine to five?—A. Yes.

Q. And your income is therefore limited to that sphere; no matter how hard you work, you cannot increase your salary?—A. No.

Q. So that if you work from nine to five, or if you work ten times as hard, it is not as though you were in business where you could produce more for yourself?—A. No, sir.

Q. You get no further remuneration or reward for any extra work you may be called upon to do?—A. No.

Q. Is it not a fact that a person earning $1,000 or more has no right to engage in any kind of trade or professional work?—A. Yes; that is, those connected with the collection of the revenue of the country must not engage.

Q. And no civil servant can engage in any other work but his civil service work, so that you are absolutely limited to from nine to five?—A. Yes.

By Hon. Mr. Marcil:

Q. Do you not get off at four o'clock sometimes?—A. In July and August last year we got off.

Q. How long are you allowed for lunch?—A. An hour and a half.

Q. Is leave of absence granted, in the summer?—A. Yes, for 18 days.

By Mr. Chevrier:

Q. Now, Mr. Ryan, I do not know whether you feel just as Mr. Campbell felt, that you have not had quite sufficient time, and that you might be able to give us some more interesting remarks if you had time; are you prepared to make a statement as to the workings of the Act, with reference to the civil servants themselves?—A. I have no instructions in that respect, sir. As Mr. Campbell has suggested, and as you yourself have suggested, I think it would be advisable to give our organization an opportunity to prepare a memorandum and submit it if so desired.

Mr. PARENT: I see no objection to that.

By Mr. Chevrier:

Q. I would be happy to find out what if any objections you see with regard to the provisions of and the general working out of the Act, so far as the civil servants themselves are concerned; if they have any suggestions to make, they can make them?—A. If it appears strange that we have not anything like that to offer right offhand, I may say that that is not our line of activity; our line of activity is only when there is a measure before the House, when there is something definite that we can make suggestions upon; otherwise when the law is in effect we do not make any representations with respect to that law until it is assumed that it is being changed.

Q. I have received a large number of complaints as to appointments and transfers. I do not know that we can listen to them all individually, but if any members of your association are dissatisfied with the workings of the Act, if you can speak on their behalf I for one would be happy to hear what they have to say through you, or if there are any suggestions to be made, I for one would like to hear them.—A. We would consider it our duty to present those complaints to the Committee.

By an Hon. Member:

Q. How long will it take to prepare that memorandum?—A. It could not be taken until after recess.

Mr. MARTELL: While I have pronounced views on the question, Mr. Ryan might submit a memorandum along the lines suggested such as superannuation.

By Mr. Chevrier:

Q. Mr. Campbell has given that. Are you familiar with the scheme of superannuation as set out by the Civil Service Commission; are you familiar with that scheme?—A. I have seen it.

Q. What do you say about the Power bill?—A. I think it is fair with a few changes.

Q. The Technical Institutes Bill?—A. I have not seen that.

By Mr. McBride:

Q. I would like to ask this question. What have you to say about salaries paid in 1914 when we were getting from 25 to 50 per cent less for what we produced on the farm?—A. That would be a problem in economics that I am not in a position to answer. What we base our statement on is the official figures of the Department of Labour which we take to be correct.

By an Hon. Member:

Q. In other words it is not your function but theirs to see that they are correct?—A. Exactly.

By Mr. Brown:

Q. One gets the impression while going through that there are a great many people who do not seem to be working as hard as they ought to be, that there might be three people doing the work of two; that is the impression one gets.—A. I think our organization has admitted that there are people who are not doing a proper amount of work; in the association we are willing to admit that, but you will find such people in all walks of life.

By Mr. Martell:

Q. Do you think that it is owing to the system which prevails that a good man loses ambition and initiative, because there is no proper scope for advancement?—A. The limitations have something to do with it.

By Mr. Chevrier:

Q. Would you blame the classiffication for that?—A. The application of it in some instances, yes.

By the Chairman:

Q. On the point Mr. Martell has raised, do you think there is not enough opportunity for advancement, under the system that is in force to-day; the members of your association you say are working as hard as they want to work at least. Do you admit that the greatest efficiency is being maintained in the service from the standpoint, not of the amount of work done, but from the standpoint of the organizations?—A. Are the organizations making the service more efficient?

Q. No, I do not mean that. If a certain staff is necessary in an office, and they come under the existing system, that staff can be reduced only by two methods; one would be to have the employees do more work, the other method would be to rearrange the system so that it would require rather less people? —A. A reorganization of that particular service should be conducted with that end in view.

Q. Any suggestion towards reducing the number of employees so far as your organization is concerned, would be along the line of reclassification of the work?—A. Yes. We think that the organization in its several departments should be set out, and that organization is necessary to conduct the work of that department; unless the duties and functions of that department are decreased, that organization should be maintained, and the staff required to maintain, that organization should be used.

By Mr. McBride:

Q. Is your organization any better satisfied now with promotions under the Civil Service Act than under the old patronage system?—A. That is something we would like to present, the conditions of the organization, or that part of it that will come under the working of the Civil Service Act.

By the Chairman:

Q. Will you answer this question: in your opinion, or in the opinion of your organization, is there an improvement in the actual methods employed in the departments since the Young Company and the Griffenhagen Company rearranged the work, or is it not as good?—A. The association is not prepared to admit that there is any saving or any better organization.

Q. Would you admit that they have only done as many of these concerns do, complicated the system and made it necessary to have more help?—A. Of course, we maintain with regard tot he classification that if we had not had an opportunity of a hearing and of reviewing the classification, it would not have been workable at all; that is the argument we hold in favour of these councils.

Mr. CHEVRIER: I am coming to that.

By Hon. Mr. Marcil:

Q. How many cases were heard before the board of hearing?—A. There were over a thousand, I understand.

By the Chairman:

Q. You would suggest that if councils were formed, composed of men in the service, they could devise many improvements for the greater efficiency of the service?—A. Yes. We would be able to eliminate causes of grievances that we could foresee. We could foresee where there would be a grievance.

Q. I am not suggesting grievances, I am suggesting the efficiency and economy of the service?—A. Yes.

Q. You assert that these councils would be able to make practicable suggestions toward efficiency and economy?—A. Yes.

By Mr. Chevrier:

Q. When you said there was no room for advancement, perhaps later on you will give us an idea as to the workings of it; but with the classification as it is to-day with all its pigeon holes, is that not a hindrance to the facilities for promotion and advancement?—A. A man is classified into a certain class, as Mr. Campbell has stated, and there is no room to go forward, consequently there are people who become discouraged.

Q. Is that not one of the greatest checks on personal initiative, as Mr. Martell put it a moment ago?—A. More than that, his maximum salary is limited.

Q. And it is not, as under the old Act, where you had a wider range of salary in the one class?—A. Under the old Act it depended upon whether you would get promoted from one class to another.

Q. But from time to time, when they had from $900 to $1,400 or $1,500, they had more scope in which to work?—A. Yes.

Q. Did it not mean under the old classification that they had $50 a year of an increase, and kept going up?—A. I have never personally solicited any personal influence or political influence, and I know nothing whatever of the way it works.

By Hon. Mr. Marcil:

Q. You were not in the service previous to 1908?—A. I came in under the first examination of the Civil Service Commission.

Q. So that any evidence you could give would be hearsay?—A. Yes, previous to that.

By Mr. Parent:

Q. What is your occupation?—A. I am in the money order section of the Post Office department.

Q. Do you mean to say that each organization should have a council, to which grievances should be submitted with a view to having them remedied?—A. Our suggestion is that we form a national civil service council, a central body, that would deal with the big problems of superannuation, salary revision problems, and so forth, that affect the whole service, and we would like to see evolved from that other councils; we say there might be some better means of working out the whole question and putting it into service at once. There would be some confusion at first, but everything would work out all right in the end.

By the Chairman:

Q. Do you not think, Mr. Ryan, that the best way to work out the council is to start at the bottom?—A. No, we have the other plan of doing that, we have the central organization which will deal with the Government in big problems, and as these problems require further attention, down to the further details, we would constitute other councils.

Q. These problems you speak of are for the benefit of the civil servants?—A. No, not necessarily.

Q. We are speaking of problems for the efficiency of the service and for the lowering of the cost of administration?—A. That is what we have in mind as well.

Q. Being sympathetic towards councils in industry, I am sympathetic towards your idea here, but the greatest benefit I see to be derived from the council is the satisfaction of the employee that he is getting promotion, and the satisfaction of the employer that he is getting service. —A. Yes.

Q. If he gives the service he gets promotion, and if he gets promotion he gets an increase in salary, and a good civil servant or employee in any institution, sitting at a council table, will work towards efficiency, knowing that if he creates efficiency he will receive his reward.—A. Yes.

Q. I was trying to get from you your idea of efficiency within these councils, and you seem to be thinking of the problems of superannuation and so forth which are of greater interest to the employee than they are to the employer. We represent the employers, as members of the House of Commons, and we are investigating the conditions, and while we are not disinterested at all in the welfare of the civil servants, our primary object is the efficiency and economy of the service.—A. Of course, we always maintained that the institution of a superannuation measure would be effecting economy. That is one of the reasons we are interested in it.

Q. By increasing efficiency?—A. Yes.

By Mr. McBride:

When Mr. Campbell was speaking, he made use of a statement something like this, that there would be no conflict of interests between those of the various departments and those of the Government, and therefore it would be easier in the case of the Government than in the case of a private institution, and it occurred to me that we should consider that, as we are looking after the public interest.—A. I do not know whether you recall what Mr. Campbell said following that. I think he said that he recognized that the functions of the Government are primarily the interests of the public, or words to that effect, that the minister or the head of the department cannot be embarrassed, as he has to have the sanction of Parliament for what he does. That is our point of view.

By Mr. Parent:

Q. How many councils would you have altogether?—A. We first ask for one national council, and that that council be given power to appoint others down further as they may be required.

Q. You would have the central council, and then centralization; one council in every branch of the administration?—A. We have that in mind.

By the Chairman:

Q. Mr. Ryan, if the promotions and things pertaining to the efficiency of the service were handled by the heads of departments, and representatives of the employees around a council board. do you not then think that all promotions would be better handled, that greater efficiency would be evolved than under a classified promotion system in which the Civil Service Commission may be interested? Do you not also think that that council would have absolutely eliminated from it any idea of patronage, that if the promotions and inside working of the service were taken from the hands of the Civil Service Commission entirely, and placed in a council in which the employees and heads of departments, which would be the employers, settled these matters on the merits of the employees, and that system would absolutely do away with any danger of patronage?—A. That is the point we are not quite clear on, and that is why we did not at once ask for the institution of the whole system. We think that a national council instituted first, and working down from that, would be the best way, rather than to say the whole thing must be formulated and placed in operation at once.

Q. To my mind, Mr. Ryan, the public of Canada and the Civil Service of Canada, leaving the patronage question out entirely, on appointments, are at least desirous of seeing the service run as to promotion as entirely free from anything but the merit system. Therefore, what I am suggesting to you is

this, that I would like to get your views, and the views of your association on that point, so that this council matter may be considered—I may say that I am personally of the opinion that it would. Would not your council, if properly handled, with the heads of the departments, solve that one question of patronage entirely, as pertaining to promotion?—A. I am not prepared to answer that now; if you will give us the opportunity of answering again we will do so then.

Q. As a committee, you must remember that that is one of the things with which we are dealing.—A. Yes.

Q. If we, as a committee, should make a recommendation, we basically must feel that it is for the efficiency of the service, not forgetting the interests of the civil servants at all, and I would like to have you represent your ideas of "councils" by practical suggestions as to how that council is going to affect the point which we as a committee must consider.—A. We would like to be able to present those at a later date.

Q. You are prepared to do that?—A. Yes.

By Mr. Chevrier:

Q. Are you familiar with "News Letter" of March 14th, 1921, of the Federal Union. Did you see that?—A. I do not remember.

Q. They have here, "Draft Constitution for Interdepartmental Joint Councils," and "Constitution for Departmental Joint Councils." Does that in any way meet your scheme?—A. Yes, it might be worked out to that.

Q. Then, as I understand it, so we will get some kind of an idea to work on during the recess, you would have departmental councils and then interdepartmental councils, and then one great council over them all. On the departmental councils, what would be the representation on that? Have you made up your mind?—A. No, not on any details.

Q. And you have not made up your mind as to who would be on the interdepartmental councils?—A. No, nor altogether on the national council. We think this is a matter for co-operation, and the first thing is to find out whether we can co-operate or not. The whole matter depends on co-operation, and the first thing you have to do is to get the representatives of the service as a whole together with the Government, and see if they are willing or able to co-operate, and if we find that is possible, that this be extended further down the line.

By Mr. Garland:

Q. Is your association aware that the Government intends to bring down a Superannuation Bill this year?—A. No.

Q. You have not discussed it with the Government?—A. Not this year, nor formally; possibly some of the representatives, as individuals, have discussed it.

Q. But not as an association?—A. No.

By Hon. Mr. Marcil:

Q. Did you discuss it with the late Government?—A. We have discussed it with all Governments since 1890.

Q. How is it no headway was made since 1911?—A. I do not know.

By Mr. Chevrier:

Q. On superannuation, Mr. Ryan, you have no definite scheme of your own, I understand from Mr. Campbell, just five points that you would like to see embodied in that? There is at the present time a retirement fund, and I understand that there is between seven million dollars and ten million dollars in that retirement fund.—A. Yes.

Q. I also understand that the service, the civil servants, would be probably prepared to contribute five per cent of their salaries, on the condition that the Government contribute a like amount.—A. Under the new scheme.

Q. Yes, the new scheme to be evolved, and what I would like to get from your association if I can, because I am going to ask the other associations to give it to me is, would your association, the members of your association, consent to permit their portion of the retirement fund already there to serve as a nucleus for the new fund, keeping in mind a certain proportion to be alloted according to the length of years they have paid, in a sort of bonus?—A. I think 75 per cent of the service would be willing to do that.

Q. To let their share of the fund go into the central fund?—A. Yes, that is my opinion.

Q. Will you find out?—A. Yes.

Q. The trouble now is that it will take probably $1,000,000 or $1,500,000 a year to start it. I am speaking unofficially.—A. It is pretty hard for anyone other than an actuary to tell what it would cost.

The CHAIRMAN: I am informed that some of the bodies are very much opposed to that idea of Mr. Chevrier's.

Mr. CHEVRIER: I did not bring forward the idea. I am trying to find out from the service what the idea of the service is as far as that is concerned.

The WITNESS: I will give you my idea, from expressions of opinion that I have heard from servants here and there throughout the departments.

By the Chairman:

Q. Leave that for a moment, Mr. Ryan. Mr. McBride asked you a question pertaining to living costs. I think it would be of interest to the committee, seeing you are to re-appear again, if you would compile a statement showing living costs in the city of Ottawa, the proportion of living costs made up by rentals, housing costs first, we will say. Then the other items that are well known in the budget of the Department of Labour. The suggestion of Mr. Campbell that improvements and inventions become necessities, might show that the greatest cost of living is not food, Mr. McBride, but what you on a farm might call luxuries. I think it is of interest to know why some think a man who receives $2,000 a year in Ottawa is not getting enough to live on.

By Mr. Garland:

Q. With regad to this superannuation bill, Mr. Ryan has said that the Government has not discussed this bill with this association as a body. From what I have been led to believe, this bill has been already drafted and passed Council, and it does seem strange that it was not discussed with the association. —A. I might say that is not unusual. We very seldom get an opportunity to discuss any measure affecting ourselves, with the Government, until that measure is introduced in the House.

Q. Personally, I think we, as a committee, should see that the bill, if it has passed Council or perhaps it is a little premature until after this Committee has finished.

Mr. PARENT: A question may be put on Orders of the Day, so the hon. genteman will be quite informed as to whether the order in council has been passed or not.

The CHAIRMAN: I think probably when the Committee is making its report it would be wise for us to know what legislation was contemplated.

Mr. SHAW: Perhaps we had better leave it to the Chairman.

APPENDIX No. 5

Mr. CHEVRIER: I would like very much, Mr. Chairman, in view of the assertion that the bill has already passed Council, if you would ascertain whether that is before Council or not, so that an opportunity may be given to the representatives of the various associations to study its provisions, because, after all, it will be for their benefit, and I always believe that the man going to use the tools should have an opportunity of selecting them.

The CHAIRMAN: You will re-appear, Mr. Ryan, at some future date. Is there anything further you would like to suggest to Mr. Ryan as to his evidence when he re-appears?

By Hon. Mr. Marcil:

Q. Would these councils have anything to do with the distribution of the work in the department, and the amount of work set forth to be done by the employees?—A. No, that would be interfering too much with the administration, I think. We have not gone into details, of course; first, we would like to find out whether we could co-operate. As we find out that we can have co-operation in a national way, then we think we can evolve the system further.

By the Chairman:

Q. Your idea would be for co-operation towards efficiency in a department. —A. Yes, primarily that is the idea.

Q. Industrial councils all work towards that end.—A. I think if our council did not function in that manner it would not be in existence very long.

By Mr. Parent:

Q. The employer in one instance would be the deputy minister?—A. Yes.

Q. Then you have the heads of branches employing a great many people under them?—A. Yes.

Q. And then a senior clerk stenographer employing junior clerk stenographers; who would be the employer in a case like that?—A. The department would appoint a representative.

Q. On this council?—A. Yes. I do not think we could go down as far as giving the various classes of employees representation on such a council.

By Hon. Mr. Marcil:

Q. These councils would not have anything to do with the outside service?— A. Yes, the national council would be for the administration of the whole service, matters which might be referred to such a council by the Government. The Government is always supreme; anything that would come from the council would be subject to the approval of the Governor in Council.

Q. Broadly speaking, is the idea not to create unionism among the civil servants?—A. No. You mean a united civil service?

Q. Yes.—A. That would be of assistance. The more it would be united the better and more efficient service you would have.

The CHAIRMAN: Of course, Mr. Marcil, the viewpoint of all councils is quite different from the viewpoint of organized labour. Industrial councils have worked out very well in many industries. The viewpoint of an employee sitting in that industrial council is towards the efficiency of the operation in which he is most interested, and you will invariably hear suggestions from employees in industrial councils criticizing the method under which they are working. The improvement he suggests may make for better working conditions for him, but it may also make for a reduced staff and greater efficiency for the employer, and my knowledge of industrial councils is that if you get the right class of men on it you usually operate at a very much lower cost, you reduce overhead expenses, and at the same time benefit the working conditions of the employee, and his remuneration. Theoretically speaking, my contention would be that if

we are overmanned, the reduction in man-power would mean greater efficiency on the part of the employee, and for that greater efficiency he should be rewarded. You can reward your employees more freely if efficiency is given as a result of that reward, and this is why, I think, the general public criticize the whole Civil Service, that the greatest efficiency is not being obtained nor the greatest reward obtained, so there is dissatisfaction both from the standpoint of the employer and that of the employee. It is easy to see the viewpoint of a man who works six and a half hours a day, and has no possible chance of promotion; undoubtedly he gets into a sort of rut, and says, " well, I am doing all I want to do for the money I get," which is not a healthy state of mind. Henry Ford says, "send a man home tired with a big pay envelope and he is happy."

Mr. DRUMMOND: Is it your contention that you would be in favour of cutting out some of the employees and increasing the salary of those left, if possible?

The CHAIRMAN: That necessarily follows in the organization of any department towards efficiency.

Mr. DRUMMOND: That woud be the end you would have in view, increasing efficiency by the reduction of the staff?

The CHAIRMAN: Absolutely; the greater efficiency of the service, and that always means fewer employees. The greater efficiency of the service is the benefit that the employer, or the Dominion Government, obtains. Reward for greater efficiency on the part of the employee is the benefit he obtains from the existence of a council introduced to investigate and improve the whole working of the department. As I understand it now, the civil service are not satisfied with the promotion system. It is not flexible. A good man stays in the rut because he has no consideration or prospect of promotion except that he is behind the other man.

Hon. Mr. MARCIL: It is a fact that they cannot have promotion unless there is a vacancy in their class.

The CHAIRMAN: That is the point; a good man can be held back, when he is deserving of going ahead and being rewarded for his work. This system does not apply to any other organization except the civil service; it does not apply to industry at all.

By Mr. Shaw:

Q. You have, I presume studied the Whitley Council scheme as applied to industry?—A. Slightly, not very much.

Q. It was introduced in England, and approved by the British Gevernment in its application to industry, was it not?—A. Yes.

Q. As you are probably aware, the Whitley Council is an advisory body composed of employers and employees. Is it your idea that they should act in that capacity alone, that is as an advisory body?—A. Our idea is that these councils,—the central council should come to a decision and that that should be referred to Council.

Q. You mean the Governor in Council?—A. The Governor in Council. Anything that was decided by this council would have to be approved by the Governor in Council before it became effective.

By Mr. Chevrier:

Q. There are just two questions I wish to ask. The first is, has your association given thought to the scheme that Mr. McGiverin mentioned in his speech about the Whitley Council, and a judge?—A. Yes, we are of the opinion that the Chairman of such council should be a man of the standing of a judge of the Supreme or Exchequer court.

Q. Would you let us have your views on that matter the next time you appear? You might give the views of the association on that scheme. The next point is, I would be grateful if when you come back again you could give us some concrete example of the working of the Whitley scheme as you understand it. It would go very far, as I understand from your remarks just now, and I would like something concrete?—A. What we have in mind, is a development.

Mr. CHEVRIER: That is the idea, and I would like to have it worked out.

The CHAIRMAN: Is there anything else that the members of the Committee desire to ask Mr. Ryan.

Witness retired.

The CHAIRMAN: We will now adjourn, and we will have one more sitting before Easter.

Mr. PARENT: I find that the Civil Service Act as amended by Chapter 10 of the Statutes of 1919 has been compiled in pamphlet form by the Parliamentary Counsel. What has been distributed to the Committee is a series of the various laws on different sheets of paper, and I would suggest that every member of the Committee be provided with these in pamphlet form, as compiled by the Parliamentary Counsel of the House of Commons. In that form it would be much more convenient for members of the Committee.

The CHAIRMAN: The secretary will attend to that.

The Committee adjourned until March 27th at 10 a.m.

TUESDAY, March 27, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 o'clock a.m., Mr. Martell, presiding.

The ACTING CHAIRMAN: The Committee will please come to order.

Major D. L. McKEAND, called, sworn and examined.

The ACTING CHAIRMAN: Do you wish to examine this witness, Mr. Chevrier?

Mr. CHEVRIER: I think the major has a statement prepared.

The WITNESS: With your permission, I will read a statement which we have prepared. I think that probably is the better way.

By Mr. Chevrier:

Q. Will you pardon me, would you please tell us whom you represent, because some of the members of the Committee are not familiar with your position?—A. The Civil Service Federation of Canada.

Q. You are president of it?—A. I am president of it.

Q. I understand that you have prepared a memorandum?—A. I have.

Mr. CHEVRIER: The members of the Committee will be glad to hear it.

By the Acting Chairman:

Q. How many civil servants do you represent?—A. Approximately three thousand people.

By Mr. Chevrier:

Q. You are the president of the Civil Service Federation of Canada?—A. Yes.

Q. Yesterday we had Mr. Campbell here, the president of the Civil Service Association of Ottawa?—A. Yes.

Q. Are the two related in any way?—A. The federation might be called the Dominion-wide holding body, composed of associations such as the Civil Service Association of Ottawa, the Dominion Customs and Excise Officers' Association, the Dominion Arsenal Employees—I have a list here which I might read.

Q. You could put it in to save time?—A. Probably I might read it. (Reads).

Civil Service Association of Ottawa; Dominion Customs and Excise Officers' Association; Dominion Arsenal Employees in Quebec; Federal Grain Employees at Fort William; Meteorological Employees in Toronto; Civil Service Office Cleaners at Ottawa; Eastern Canada Immigration at Montreal; Western Canada Immigration at Winnipeg; some Department of Marine Employees in Quebec City; The Associated Employees of the Department of Soldiers Civil Re-establishment and Pensions at Ottawa; Welland Canal Employees; Lachine Canal Employees; some of the Naval Department Employees at Halifax; part of the Civil Service Association at Victoria; The Western Canada Interior Association at Moose Jaw, and Stationery Clerks belonging to the Printing Bureau here at Ottawa.

I might say in explanation of this, that like a large number of associations and federations, the Civil Service Federation of Canada has suffered by reason of the war. A large number of our members—when I say members, I mean associations, because we do not deal with individual members—a large number of our associations, have not seen eye to eye with us, and they moved away and formed associations of their own. I might name the Professional Institute, here in Ottawa, and Local Union 66, which if, I might use the term represent the high and the low, and we come in the middle. We are still the main holding body of the clerical employees.

By Mr. Brown:

Q. Yesterday Mr. Campbell, told us that his Association represented, I think, some 1,700?—A. Yes, sir.

Q. That would mean—A. We have that membership, plus the membership coming from those other Associations.

Q. There are a comparatively small number of individual associations?—A. Yes, of course, the Dominion Customs and Excise Officers' Associations is a Dominion wide body, and it is very strong and quite active.

By Mr. Simpson:

Q. You do not speak for the post office employees?—A. The post office employees are among the people who seceded from us.

By the Acting Chairman:

Q. The Civil Service Association is in the federation?—A. The Civil Service Association, which is still alive, and which Mr. Campbell and Mr. Ryan spoke of yesterday. I might say in explanation that the Federation was formed some years ago from the Civil Service Association for the purpose of uniting the various Civil Service bodies throughout Canada, for the purpose of having a uniform superannuation system or scheme which was introduced before Parliament some years ago. That was the reason for the formation of the federation.

By Mr. Chevrier:

Q. Can you give us the reason why there is this diversity of thought in the civil service, if that exists, as one would imply that it does exist from the multiplicity of associations?—A. I do—you want my personal view?

Q. If you can help, it would be most enlightening to me?—A. Do you not think that all associations of any kind have more or less disintegrated during the war?

Q. During the war?—A. Yes, during the war. Before the war this was a solid body, but since the war, people seem to want to run their own show and have not seen eye to eye with the federation, which I think has conducted a sane and sound policy in the endeavour to establish and hold the merit system in the government service.

Q. You prepared a statement. Does that statement represent the views of your federation? By that, I mean all the various association that go to compose your federation. Or is it just the local views?—A. Well, it is prepared by the executive of the federation.

By Mr. Garland:

Q. How many of those different branches are outside the federation? Can you give us that list?—A. How many outside of Ottawa?

Q. Yes, you say the post office service is outside.—A. There are many organizations within the government service. For instance, there is the Railway mail clerks, to take the post office alone—the postal clerks, the letter carriers. I think the postal clerks are divided into two, if I am correct, east and west.

Q. There may be more out than in?—A. So far as the post office is concerned, I must confess that I am not in a position to say anything about them, because they have various organizations. Then there is the rural postmasters organization, which at one time was in the federation.

By Mr. Brown:

Q. What branch are you in yourself?—A. The Northwest Territories, the Yukon Branch, Department of the Interior.

By Mr. Chevrier:

Q. I think the Committee would be interested in hearing your memorandum.

Mr. BROWN: I might suggest that when memoranda are presented before the Committee, it would be very much better if the witnesses would furnish us with copies. It could be done very easily and at no very great expense.

The ACTING CHAIRMAN: That was my idea.

Mr. CHEVRIER: Of course, it goes into the evidence.

Mr. BROWN: But we can deal with it more closely and intelligently, if we have it before us.

The ACTING CHAIRMAN: Yes, particularly if you wish to ask questions.

Mr. Malcolm having taken the chair.

WITNESS: (Reads)

"OTTAWA, ONT., 26th March, 1923.

To the Chairman and Members of the Special Committee of the House of Commons appointed to inquire into the working of the Civil Service Act.

HONOURABLE GENTLEMEN,—The Civil Service Federation of Canada welcomes the establishment of your committee as affording an opportunity for closer co-operation and improved understanding between public servants and the representatives of the people. The federation, which has fourteen years' standing, is the central Dominion-wide body representing civil servants of all grades and classes from coast to coast. The federation desires efficient and economic administration, consistent with fair and reasonable treatment of the Service, and

submits herewith representations with regard to problems vitally affecting the welfare of civil servants, with as much brevity as the nature of the subjects permit.

President,
Civil Service Federation of Canada."

The first item is salary revision, which I will read, and which may clear the air, and afterwards, perhaps, some questions might arise from it. (Reads):

"The present civil service salary scales are the result of a reclassification begun in 1918 by the Civil Service Commission, assisted by Messrs. Arthur Young & Company, of New York.

In the 'Report of Transmission,' the explanatory document submitted to Parliament when the classification was ratified in 1919, it is expressly stated that the rates of pay are based upon a normal purchasing power of the dollar and, therefore, a special allowance or bonus should be provided to meet the abnormal increase in the cost of living due to war and post bellum conditions." (Vide 'Report of Transmission,' page 26, Section 526.) A copy of the Transmission Report should be filed. I do not have a copy, and I do not know if I can obtain one.

By Mr. Chevrier:

Q. They are very scarce now. I have one, and if any honourable members wish to see it, I can let them have it out of my brief.—A. That refers to page 26, section 526, 'Report of Transmission.'

Mr. CHEVRIER: It should be sections 5 and 6.

By Mr. Shaw:

Q. Transmission of what?—A. Transmission of the classification of the service.

Q. From what?

Mr. MARTELL: Mr. Patching informs me that the Civil Service Commission are in a position to supply every member of the Committee with a copy of that report.

WITNESS: (Reads).

"To meet this requirement a bonus has been voted from year to year. This bonus, however, has never sufficed to cover more than a small percentage of the depreciation in the purchasing power of the dollar, and during all these years of economic strain the Service has consequently laboured under a real grievance and unmerited hardship. At the time of this writing, March, 1923, it is true that the 'Cost of Living Index' shows a considerable decline as compared with the high price list of July, 1920. The official cost of living statistics prepared by the Labour department, however, still show an increase of sixty per cent over 1914. Thus it follows that, to every $100 now paid in salary, $60 should be added to make up depreciation in the purchasing power of the salary in accordance with the basis of the classification as set forth in the 'Report of Transmission' and adopted by the Parliament of Canada. The consequent inadequacy of the present bonus will be observed by reference to the statistical statements attached herewith showing the relationship between bonus and salary in the various grades. These figures should be read in connection with special civil service cost of living statement prepared by the Department of Labour." (*See* appendix —Exhibit D.)

By Mr. Chevrier:

Q. It would be very interesting if that statement could be furnished to the Committee?—A. Of course, it is a pretty lengthy statement, and it would take some time to type it out.

APPENDIX No. 5

Mr. CHEVRIER: I would move, Mr. Chairman, that an appendix to the report be published with the notes of the evidence the same as we decided on certain other productions because it is very important and very well gotten up.

Mr. MCBRIDE: What is the organization which gets up the cost of living statement?

The WITNESS: The Department of Labour.

Mr. MCBRIDE: In Ottawa?

The WITNESS: Yes, the Department of Labour.

The CHAIRMAN: We will have that done, Mr. Chevrier. That motion is satisfactory, I assume, to the rest of the Committee.

It is here pertinent to draw attention to the British bonus. In Great Britain the civil service bonus covers the full increase in the cost of living, being on a sliding scale rising and falling with the fluctuations in the official cost of living index. At one time, therefore, the British bonus for lower grades was 130 per cent of salary. From this comparison the Canadian service appears to have been very badly treated indeed. The British bonus, moreover, is more satisfactory than the Canadian, insomuch as it is given on the basis of services rendered irrespective of sex, civil or salary status. There is no distinction as between married and single, and even the higher paid officials receive an adequate bonus to offset the depreciation in the purchasing power of their salaries. The federation has always advocated like standardization in the Canadian bonus. It would be the first and indeed essential step towards the elimination of the bonus entirely by permanent incorporation in salary schedules. Such incorporation would do away with the tiresome repetition of the annual struggle to put the necessary bonus provision through Parliament. It must be recognized, moreover, that a certain percentage of the increase in the cost of living is permanent and irreducible. That part of the increase in the cost of living during recent years, ascribable to the effects of the Great War, may be regarded as temporary, but there is another factor involving the changing of sociological standards which are lasting. The bonus is essentially a temporary emergency measure, and, therefore, inadequate to conditions of a permanent character.

As an illustration of the inadequacy of present Canadian civil service salary schedules, attention may be drawn to a comparison showing salary rates of certain large groups in the Canadian and the proposed United States classification, shown in the statistical statements appended hereto.

Mr. CHEVRIER: Q. That is, the smallest salary paid in the United States is $1,080.—A. $1,080, yes.

Q. And the smallest salary paid in the Canadian Service is $600?—A. Exactly.

By Mr. McBride:

Q. Is that for the same class of work?—A. The same class of work. I have here a table showing that.

By Mr. Shaw:

Q. Do you say, Major, the proposed classification?—A. Yes.

Q. How would it compare with the present classification?—A. Of the American service?

Q. Yes?—A. Of course, the proposed classification does show a slight increase over the present classification.

By Mr. Chevrier:

Q. What proposed classification is that? The proposed American classification?—A. Yes. You see what happened, was this. After the classification by

the Arthur Young Company, of the service, the Arthur Young Company were advisers to a Committee of Congress, composed of both sides, representatives and also senators, who got up a similar classification to the Canadian classification. I am quoting from that book.

By the Chairman:

Q. Is that classification going into effect, Major?—A. I do not know.

Q. That is just a suggestion—that is not an active classification?—A. No, it is a report of the Committee of both Houses of Congress who said that should be it.

Mr. CHEVRIER: On that score, Mr. Chairman, the reclassification was passed by Congress on March 3, 1923, and was signed by the President on March 4, 1923.

By Mr. Drummond:

Q. Have you the minimum salary paid by the United States now?—A. $1,080.

By Mr. Simpson:

Q. No provision for bonus in that connection?—A. No, but we are advocating that the bonus be absorbed.

By the Chairman:

Q. Our minimum is $600—what is the bonus?—A. The bonus for $600: There is a distinction between the married and the single, as you know, in this country. The bonus for $600 is $315, that is for the householders and married men; for the non-householders it is $94.50.

Q. So the married men under our classification get $915?—A. Yes.

Q. And the single men get $964.50?—A. Yes.

Q. No difference between the male and female?—A. No.

Mr. CARMICHAEL: We are not sure that this is the American classification. The witness said it was proposed, and Mr. Chevrier said it was adopted—

Mr. CHEVRIER: If the members of the Committee will purchase the "Federal Employees", which is the official magazine of the federal employees, for the month of March, 1923, they will find there a synopsis of the Reclassification Act as passed by Congress on March 3, 1923, and a long dissertation on the workings of the re-classification law as passed by Congress.

The CHAIRMAN: Nothing said in that article as to when it will go into effect?

Mr. CHEVRIER: It passed and was signed on March 4, 1923.

By the Chairman:

Q. It has not been adopted then?—A. Oh yes.

Q. It has been adopted?—A. Yes, and it is passed and adopted, but as to the exact date when it will go into effect, I cannot say.

Mr. SHAW: The presumption will be that it will go into effect immediately.

By Mr. Parent:

Q. Major, have you any idea how many men are receiving the small salary you mentioned—$600?—A. I cannot say that.

Q. Are there many?—A. I should say there would be, yes.

Mr. CHEVRIER: Last year there were over 1,800.

The WITNESS: The Civil Service Commission ought to be able to furnish that without any difficulty at all.

By the Chairman:

Q. How do the other items range, Major, in comparison?—A. The other salary ranges?

Q. Yes?—A. The bonus, as you know, runs out at $1,200 for single people and runs out at $2,400 for married people. For $2,400 the bonus amounts to $60 per annum. The person receiving $2,400 receives in addition a bonus of $60. In comparison with Canada and the United States I have here a statement showing the comparison of some of the clerical groups, the messenger groups, and so on, taken at random throughout the service.

Mr. SHAW: That will be published, I presume, so it will be available.

The CHAIRMAN: Yes. (*See* appendix—Exhibit "E," "E1.")

By the Chairman:

Q. The ones you picked on are the ones that show the Canadian salaries are less.—A. They are taken at random. They are not selected for a purpose. For instance, I have here junior statistical clerk, statisticians, and I run from the junior grades up as high as the chief accountant. I took them as they come.

By Hon. Mr. Marcil:

Q. There are a large number of employees who never received any bonus in the outside service?—A. I do not think so.

Q. Country postmasters, and all that?—A. Country postmasters—that is a different thing. They are on a revenue basis.

By the Chairman:

Q. Over $2,400 the bonus did not apply?—A. It did originally, but not this year. I think the maximum bonus for those in the higher grades amounted to $180 a year.

By Mr. Martell:

Q. It is also true that where a person has a part time position, not dependent upon the office for his living, that they get no bonus?—A. I think that is not the case.

Hon. Mr. MARCIL: That is the case with the country post office.

Mr. MARTELL: Yes, and the custom office where the employees are not working full time.

The WITNESS: I will just finish this, Mr. Chairman. I will start that sentence over again.

It will be observed that the minimum salary in the United States classification is $1,080, as compared with only $600 in the Canadian, and that this differentiation is consistently maintained upwards through the various comparative ranges. Surely there is no reason why Canadian civil servants should receive so much less than American officials with similar functions.

To clearly indicate how civil service salaries have failed to keep abreast of the increased cost of living over a long period, there is appended hereto a statistical statement showing a comparison of salaries in certain large groups as in 1908 and 1923. It will be observed that the increases, where they exist at all, bear little relation to the shrinkage in the purchasing power of the dollar during the period under review.

It may be added that, as will be observed from cost of living figures the index is slightly higher than last summer and that consequently any bonus provision which was necessary then is even more necessary for the present year. It is observed, moreover, that during recent months the trend of wholesale prices has been upwards and that there is no prospect of a further decline.

It is thought that the foregoing should satisfy the Government that, at least, the present bonus should be replaced by a permanent salary revision having regard to new economic conditions not provided for in present salary schedules.

By Mr. Chevrier:

Q. Major, when somebody asked a moment ago how many employees there were who were earning less than $1,000—when I make the statements that there are between 5,000 and 7,000 in Ottawa, are you prepared to say whether that is within a reasonable margin or not?—A. I would say that is a pretty good guess, Mr. Chevrier.

Q. A good guess?—A. Yes.

Q. That was my information last year on this bonus question?—A. Yes, I would say that is pretty nearly correct. That would be my guess anyway.

Q. Are you aware that the American classification has retained the $240 bonus until June, 1924—that they have carried it through?—A. Carried it through?.

Q. Yes, are you aware of that?—A. No.

Mr. CHEVRIER: I am not giving evidence, but I know it is a fact that they have carried it through until the 1st of June, 1924.

The CHAIRMAN: In addition to the new classification, Mr. Chevrier?

Mr. CHEVRIER: In addition to that, yes.

The CHAIRMAN: Go on, Major McKeand.

The WITNESS: Now, I will take up the question of superannuation, which really is the cause or the reason why the Civil Service Federation of Canada was formed, some years ago.

Mr. SHAW: Before we leave that, Mr. Chairman, may I ask one question?

By Mr. Shaw:

Q. The fact that the bonus was not granted last year, Major, until some time in June, I think that many of the civil service employees did not receive any portion of their bonus until some time in June or July—do you know that to be a fact?—A. I think it was paid from the beginning of the fiscal year, but there was a gap for a long time, and that made the servants very restless indeed.

Q. I have been informed by several civil servants that it was the cause of a great deal of difficulty to them?—A. It was.

Q. Can you tell me whether or not the fiscal year being about at its close, whether that same gap will happen this year?—A. I hope not, and I understand that the deputy ministers have recommended that the bonus be continued, and I think the Government will continue it, although there is no vote at the present time.

Q. Without a vote it will be impossible to pay it?—A. Yes, it will be impossible without a vote.

Now, in regard to superannuation:—

No system of classification or improved methods of administration will be operated satisfactorily in the civil service until a comprehensive measure of superannuation is in force. It was hoped and anticipated that a bill would be introduced at the present session of Parliament. It will be recalled that prior to the election of 1911 the Government of the late Sir Wilfred Laurier had under consideration a bill which would doubtless have been enacted into law had the Government been sustained.

The advantages of superannuation in the public interest are apparent inasmuch as it relieves the Government of the embarrassment and extravagance of

retaining the services of officials who have outlived their usefulness, creates a proper flow of promotions, deters efficient officials from leaving the public service for private employment where emolument and opportunity are greater, helps to attract a better class of applicants for positions in the service and in general serves to promote efficiency in every way.

It is felt that in the past progress has been hampered by overmuch premature discussion of detail and consequent disagreement. The federation is therefore for the present to merely ask that a measure be enacted without specific recommendations with regard thereto, other than to refer to certain broad principles which are considered essential to a successful and satisfactory scheme. These are briefly that it should be actuarially sound, that the retiring allowances should be such as to provide a sufficient competency for beneficiaries, and that provision should be made for the dependents of a deceased beneficiary or contributor. The federation desires it to be clearly understood, moreover, that it would not favour anything in the nature of a free gift or gratuity, but advocates a system whereby civil servants would themselves contribute to a superannuation fund by monthly deductions from salary.

The need of a superannuation measure was the chief factor which led to the original formation of the federation nearly fifteen years ago. Since that time many other important reforms have been secured through our organization, but our original goal is yet unattained. We trust, however, that it is now in sight, and that if not the present, at least the next session will see the introduction of an adequate and comprehensive scheme of superannuation that will prove mutually satisfactory and beneficial to the Government and the service. In the event of the introduction of a bill, it is hoped that the federation will be given an opportunity of discussing it with the Government, as it would be the function of the federation to take the lead in co-ordinating and harmonizing the policies of the various civil service organizations throughout the country, on a matter which equally affects all grades and classes of civil servants.

By Mr. Chevrier:

Q. You have not made any calculation, Major, as to the amount required to start the fund?—A. No.

Q. Yesterday I think we got from Mr. Campbell that a contribution from the service up to about 5 per cent would be about the limit, provided the Government would put up as much or make up the deficit. I asked Mr. Campbell that question, but I would like to know whether you are in a position to speak for your association—the retirement fund is now in existence, and there is between $7,000,000 and $10,000,000 in that fund, so my information is, but do you know how many civil servants would be satisfied to start off with a proportionate amount of money that they have paid in the retirement fund, with a view of starting a fund for superannuation, or would nobody consent to the taking up of this fund for the start?—A. Well, that is a very hard question, Mr. Chevrier, inasmuch as I do not think that there are ten persons in the Government service who would agree in the maximum form of superannuation. There must be a start somewhere; there must be a date set; there must be a minimum and a maximum, and somebody must get the minimum and somebody must get the maximum.

Q. Of the superannuation?—A. Of the superannuation.

Q. Yes, I agree with that. That to my mind would be a detail in the working out of the Act, but I mean this: it would take a large amount of money to carry this superannuation through, I mean, to start the fund for the purposes of superannuation. Now, there are, say, $8,000,000 in the retirement fund. A

large number of employees were entitled to their retirement allowance. Are there any employees who would be satisfied to say "I have been paying into the retirement fund for ten years, and will let my proportionate share of that go for a fund for the superannuation, deducting off of my salary the 5 per cent, and the Government contribute 5 per cent?"—A. I think the majority of the civil servants would be very glad to accept a proposition of that kind.

By the Chairman:

Q. Do you think that the employee who is within a year to two years of receiving $1,000 or $2,000, would be willing to let it go?—A. There is not a chance.

By Mr. Chevrier:

Q. Would the service avail themselves—A. I think it might probably be taken care of by the Calder Act, where there is an odd one like that.

The CHAIRMAN: There is a lot of them.

By Mr. Chevrier:

Q. In other words, you would have to make it discretional to those who want to join in?—A. I think the main thing is to start a superannuation system, for those going into the service, and let some scheme work out for those who are in the service now, under the old retirement or superannuation scheme, or not under any scheme at all. The new Act would take care of the people coming in.

Q. You would do away with the Calder Act and substitute a new Act?—A. I think that would be a reasonable way.

Q. What I am trying to find out is something that would be suitable to the service. As I said yesterday, the man who is going to use the tools, surely has a right to select them?—A. Exactly.

Q. As it is going to be, not for me, but for the civil service, I think they ought to be consulted in some way in order that they may know what scheme will meet their interests?—A. The trouble in the past has been possibly a little too much consultation on the question of superannuation, because every proposed scheme has seemed to fall by the way, due largely to some groups figuring that they were not going to get out of it all that they should, and so on. Superannuation has been advocated for the past fifteen years, and we are still at it.

Mr. MARTELL: Would not this matter of superannuation be more properly before the Committee if we waited until the superannuation scheme is brought down?

The CHAIRMAN: I think your point, Mr. Martell is well taken. The question of superannuation is really not relevant to the matters we are inquiring into at all.

WITNESS: The next proposal we have to bring before you is the continuation of the principle of the Board of Hearing and Recommendation. I will just read what we have prepared on this, and probably we can explain in greater detail how it worked out. (Reads)—

> "The American experts left the classification of the Canadian civil service in an inconglomerate mass, inconsistent, inaccurate and unworkable."

Mr. CHEVRIER: I do not think I ever used as strong language as that.

WITNESS: I do not think anybody will dispute it.

Mr. CHEVRIER: I think yours is very much more appropriate than mine.

WITNESS: I think that both the people of this country and the civil service themselves will endorse that.

Mr. CHEVRIER: I do not disagree with you at all.

By Mr. McBride:

Q. In what way?—A. In this way: The classification was, I think, of a nature that would suit a congested population, where you could put your hand on a person to-day or to-morrow should a vacancy occur; but where you have a country of 3,000 miles in extent, and with mail conditions such that there is not always a mail every day, and where there are not daily means of communication, it was a pretty difficult thing to work that classification out. In addition to that, the people employed to make the classification—the Arthur Young Company—so far as accounting goes, that firm is possibly a good firm in connection with the re-organization of industrial concerns in the United States, probably in the city of Chicago, the city of New York and places like that; but when they came into the Dominion of Canada, they were at a loss. They actually learned more here than they brought with them.

The CHAIRMAN: Exactly, and that has been the experience of the people who have employed that class of company. They do give some service, but they take away from the service they are working on a good deal more information than they give to it.

WITNESS: I agree with you. I think I am safe in saying this for the civil service that a process of classification may go on for a period, say for 5 years or 10 years, as the case may be, more as survey to show what the service is doing, and whether the salaries paid are uniform throughout all the departments for the work performed. It may be alright in an advisory capacity, but this classification was completed for the first time in the history of the Dominion of Canada, at a time, in 1918 and 1919, when the country was upset after the war, and so on, and it was a very difficult thing, and was unworkable.

By Mr. Garland:

Q. Is this Arthur Young Company, to which you refer, the same company which was engaged by the United States?—A. Yes, they were engaged in an advisory capacity in the United States.

Q. After they completed their work here?—A. After they completed their work here.

The CHAIRMAN: They learned a lot here, and then the American Government asked them to advise them.

By Mr. Chevrier:

Q. Are you aware of the work they did over there after doing the work here?—A. I have seen the book—you mean in the United States?

Q. Yes.—A. Yes.

Q. Are you aware of what the results are now?—A. I do not know that that book was ever adopted. Mind you, that work applied only to the city of Washington, the district of Columbia alone, and had nothing to do with the outside service at all.

Q. Are you aware that in some departments they are not scrapping the classification put in by the Arthur Young Company?—A. I was going to tell you what the board of hearing did.

Q. I mean over there?—A. I do not know as to that.

By Mr. Martell:

Q. You were a member of the board of hearing after the classification of the Arthur Young Company?—A. Yes sir.

By Mr. Shaw:

Q. I would like to hear your recommendations now?—A. I hope I do not need to repeat the description as to its being an inconglomerate mass, and so on.

(Reads): "For a time it seemed that all the labour and money expended on this undertaking would be lost utterly. It was then that the organized service came to the rescue. The board of hearing and recommendation was established in the summer of 1919, being composed of two members appointed by the Government through the deputy ministers, two members appointed by the Federation and a chairman selected from the Civil Service Commissioners. Thus the constitution of the board embodies the essential principles of a joint council. For the first time the service, as such, was given a direct voice in the administration of its own problems. The experiment has been more than justified. The board has functioned most satisfactorily, not merely as an appellate body but also in the actual construction work of reviewing and revising the entire classification which, as the result of its efforts, is now on a working basis. The federation, moreover, takes pride in the reflection that its representatives on the board have been at all times guided by justice and public spirit, unqualified by the slightest tinge of selfish class-consciousness. Thus has been demonstrated the fitness of civil service organization to participate in civil service administration and the capacity of Canadians to put their own house in order with their own brains and experience better than by the employment of foreign experts, however highly paid."

The CHAIRMAN: Hear! Hear!

WITNESS: (Continues reading): "The process of revising the classification and civil service administration generally is a ceaseless flux. In the field there is always, and will always be, more to be done. The board has acquired a degree of efficiency and reliability that only experience can bring. Having developed an organization of such value, it would now be lamentable indeed if it were allowed to fall into disuse. Yet there is grave danger that this may happen if some step is not taken to place the board on a sounder and more definite footing than it now occupies. It is true that for the future the federation has plans for a more elaborate system of civil service councils. In the meantime, however, the most important consideration is the conservation of the excellent machinery which we now possess.

The foregoing sets forth briefly the more important matters which the Federation, as the central and parent body among civil service organizations, now deems it timely and necessary to place before you. In conclusion the Federation cordially offers any assistance within its power, as occasion may arise, during the deliberations of the Committee."

By Mr. McBride:

Q. The civil service organization that you speak for includes the Civil Service Commission, does it?—A. I do not know about the whole staff of the Civil Service Commission, but I think a large number of them belong to the Civil Service Association of Ottawa.

Q. And they are included in that report?—A. They are.

Q. The Civil Service Commission is?—A. The Civil Service Federation is not composed of individuals, but of associations, one of which is the Civil Service Association of Ottawa. I presume that the Civil Service Association of Ottawa has among its members those civil servants who are employed by the Civil Service Commission.

By Mr. Parent:

Q. Whom do you represent here?—A. I am president of the Civil Service Federation of Canada?

Q. What does it consist of?—A. It consists of an organization of various classes of civil servants banded together in order to present their views through one common channel. That is what it originally was.

Q. What is it now?—A. During the war, it has suffered like other organizations, inasmuch as some of our members have not seen eye to eye with us. As I said, those who term themselves technical people in the Government service have formed what is known as a Professional Institute, and there is also the organization known as Union 66, which did not see eye to eye with us on the question of amalgamation with labour. The Federation has had the question of affiliation with labour before it on many occasions, but it was never in favour of it, believing that civil service organizations, if properly run and properly managed, can obtain more for the civil service by going directly to their employers than by using any outside machinery to assist them.

Q. Do I understand that in your federation, you have people from all the Provinces of Canada?—A. Yes. I might say in that regard that the Federation has received the most kindly consideration, not only from the Government itself, but also from the Civil Service Commission. At no time have we found ourselves unable to reach the Prime Minister or other members of the Government, and at no time have we been refused an interview with the Civil Service Commission. As a matter of fact, on occasions we have had an opportunity of sitting with the Civil Service Commission around a common table, and discussing our problems to our mutual benefit. I think that is a situation that ought to be stressed to show that the civil service organizations themselves are able to handle their own affairs if permitted to do so.

By Mr. McBride:

Q. That speaks very highly for the Civil Service Commission?—A. It does indeed, sir. My association has no fault to find with the Civil Service Commission.

By Mr. Parent:

Q. They have to take the law as they find it?—A. The law is there, and the Commission must carry it out.

By Mr. McBride:

Q. Are you perfectly satisfied with the system of promotion through the Civil Service Commission?—A. To a certain extent.

The CHAIRMAN: Let us not get off on that point, we are investigating the working of the Act, not the Commissioners.

Mr. MARTELL: We are here to find out whether the Act is unworkable and is the best Act.

The CHAIRMAN: Yes, that is what we are discussing.

By the Chairman:

Q. You do not agree apparently with Mr. McBride's question as to promotions? I know you have in your mind the idea that promotions could be handled better by a system of councils?—A. Yes.

Q. So has every man who has studied the problem. Councils would be far in advance of civil service regulations?—A. I may be so bold as to say this: That civil service councils would take the place of the organization branch of the Civil Service Commission.

Q. So far as promotions are concerned?—A. Yes.

By Mr. Chevrier:

Q. You have said something about the classification, and I think it might be in order to ask you a question or two about that. Let us put it this way: As to this classification, you were a member of the board of hearing?—A. May I start this way, Mr. Chevrier: The civil service itself has always advocated re-classification; it has always asked for re-classification.

Q. That was under the Act of 1908?—A. Yes, and it continues to ask for classification. As the Government members change, and new acts come into force, different duties are brought in and a new classification must be going on all the time. The service advocates that. When the Government came in, in 1917, I think, and an order in council was passed abolishing patronage and placing the outside service under the Civil Service Commission. The Civil Service Commission had a tremendous job thrown on them, and I can say that my experience has been that I do not think we could find three better men in the Dominion of Canada, or elsewhere, who would carry the load that these men have carried in the endeavour to carry out the provisions of the Act. In that connection, the federation and other associations have assisted. Now the Civil Service Commission engaged as their advisers a reputable firm known as the Arthur Young Company who come from Chicago. The man at the head of the firm was a man namel Griffenhagen, who had had experience in the classification of state employees in Illinois, in the city of Chicago; in, I think the Edison factory and some other concerns like that. He had had a good deal of experience, and when he came to Canada to undertake to classify us, he attempted to classify the Dominion of Canada civil service in eight months for a cost of $10,000. I think I am correct in making that statement. The system employed was to send out a card to every member in the Government service, asking them to answer the questions which set out in detail exactly what duties they were performing, their immediate superior, and so on, in order to get what was going on inside the service. These cards came back. That was in 1918, I think the work started in July 1918. The classification was not anything near complete by December, nor was it complete by the end of the fiscal year in March, 1919. Nor was it complete in June. But a book was published, presumably containing the classification, which when it came out not only caused consternation in the service itself, but was I think misunderstood and misinterpreted by the people who read it. It was brushed off, was lost sight of.

Q. Was it not burned?—A. I do not know what happened to it.

Q. After being translated into French, and costing thousands upon thousands of dollars, was it not destroyed?—A. It may be, Mr. Chevrier; I have never seen it but once, and it was whisked away and that is the last I ever saw of it. However, that was the first attempt, at the same time that the Civil Service Act of 1919 was being introduced. On the one hand you had the Civil Service Act, and on the other hand you had this book of classifications, and in between you had the report of transmission which brought that book into the Act. That is what the report of transmission sets out to be, explaining this book of positions, showing the details of positions, and defining the class of work the man is doing, the qualifications for the position, the salary range, and the indicated lines of promotion where that man may ultimately arrive starting from the position in which he is classified.

By Mr. Martell:

Q. This Board of Hearing after this report was made, I believe, found it necessary to change a great number of the classifications that had been made by this company?—A. I am coming to that, Mr. Martell, now. A Parliamentary Committee, of which the Hon. Mr. Maclean was the Chairman, met to consider the Act. It met down in the old museum. It was found that the servants protested; it was found that the classification as it stood would not be satisfactory to anybody, and as the result, Mr. Jameson, one of the Civil Service Commissioners, conferred with Mr. O'Connor, the president of the association, in an effort to establish some body which would take up the shock of the grievances and see to the misunderstandings which were accruing from

the introduction of this classification. Now, I have the correspondence here, and I would like to put in the evidence a copy of the "Civil Service Civilian," which was the official organ at that time, showing who the board of hearing was, and the recommendations they set up, and who was responsible for it. I would like to put that in, if I can.

The CHAIRMAN: That may be done. (See appendix—Exhibit F.)

The WITNESS: As I have already outlined, the board of hearing and recommendation was constituted mutually by the Civil Service Commission, and by the Civil Service Federation of Canada. It was a mutual organization, or council, if you like, a joint council. The deputy ministers met at the instigation of Mr. Jameson, and appointed a committee who agreed that this board of hearing as set up was the means by which the classifications would be solved, and assist Parliament in getting the act on the statute books. The deputy ministers appointed two gentlemen, one, Mr. William Kearns, and also Mr. St. Laurent, who was at that time assistant deputy minister of Public Works. These two gentlemen were supposed to represent the Government side on the council. Mr. St. Laurent was a bi-linguist, an engineer of very high standing. So there was on the Government side one man whose services in the Government brought him in constant touch with all phases of the Government service and in a position to speak on the Government side as to the qualifications necessary, and so on in connection with the classification; that was the Auditor General. On the other hand, you had the bi-linguist, Mr. St. Laurent, who was an engineer and represented the professional and technical side. Coming to the service side itself, Mr. O'Connor who was president of the federation, was chosen as the nominee of the federation, who also had the appointment of two; one of whom must have been a returned soldier with service overseas. To that position I was unfortunately delegated, and have served on the board now since its inception in 1919. The board met in the museum, and began to consider the cases. The first one which came before us, was, curiously enough, the chaplains of the penitentiary service, the next was the parole officers of the penitentiaries. It was found by evidence which we called outside, not traced to the service itself, but called outside, and shown conclusively that this Arthur Young Company had no more idea of the duties of the chaplains of the penitentiaries or the parole officers on the penitentiaries than anything. They had not the faintest idea of it, and jumbled it up as best they could in the hurry they were in, and published it in the book, after alterations were made, the board went on and sat and listened to other cases which came before it. By the way, Mr. Jameson was the Chairman on the board. At this time the Parliamentary Committee took up the question of the Act. Members of the board of hearing were asked to go and give their opinion as to the classifications. Mr. O'Connor gave his opinion; I was asked to give mine, and I said at that time that the classification, yes, was a good thing; certainly; but if we adopted the classification, hand in hand must go some organization such as the board of hearing, or a joint council, if you like, but some other organization must go hand in hand with that in order that the thing would work; otherwise it could not possibly work. This has been proved. I do not say that I am responsible for it, for a minute, but it has been proved that if it had not been for the board of hearing—and I say this quite frankly and openly—the present Civil Service Act would not have been on the Statute books, nor work as easily and comfortably as it has up to the present time. It would be worse than it is.

In addition to that, the Arthur Young Company naturally objected to the board of hearing, when the board took that classification and abolished many of the positions, in the Post Office service alone, cutting that down wholesale, and in the Custom service also, and changed the classifications around quite a

bit, and making it more pleasant and workable. At the same time, it afforded an opportunity for groups of civil servants to come before the board and make their complaint. It relieved the Commission, and it relieved the Government, and in that way I think established very mutual good will, in the days of stress, of 1918-1919-1920.

The board has functioned; has conducted what was called "class appeals"; that is, groups, and adjusted them as far as possible, and then when that classification was placed on the service it fitted over the service; that is, the positions were fitted over the personnel, and then the federation asked that a system of personal council, a department council be set up in order to hear personal appeals. That was done, and I think worked out satisfactorily; not always to the benefit of the employee, because I must say that in the Government service—and I dare say in Canada throughout—you will find people of sound mind and reasonable intellect who are prepared to act more in the capacity of a judge than they are representing their own particular views. We ask now that some system of that board of hearing be continued; that there be some link; not to go outside of the government service at all, that each department have its own. The details have not been worked out; it is merely a theoretical thing, but in view of the board of hearing having been established, and Parliament approving of it, everytime that anybody had any complaint against the classification of the Civil Service Act, it was mentioned in Parliament, on both sides of the House, "you have a board of recommendation and hearing that if anybody has any complaints he can go to ". In addition to that, Parliament was kind enough to recognize the service which the members of the board had given in their time outside of their regular work, gratuitously, they were kind enough to remember the members of the board, by their voting an honorarium. I understand that the Civil Service Commission has recommended that be continued, but for some reason or other, it has not been brought out.

By Hon. Mr. Marcil:

Q. How many complaints did you have—roughly speaking?—A. I think I can give you some of the figures. The Civil Service Commission will have that, and perhaps it will come with better grace from them than from me.

Q. I think somebody said a thousand?—A. Why, we had the rural postmasters case alone, and I think somebody said there were 7,000 of them.

Mr. MARTELL: 7,000 under $200.

The WITNESS: Yes.

By Hon. Mr. Marcil:

Q. And did you hear them all in Ottawa?—A. They presented their cases here. Why, we had the entire postal service, the letter-carriers, and so forth.

Mr. SHAW: Probably Mr. Marcil means how many separate hearings.

The WITNESS: Pretty nearly every day for long time.

By Hon. Mr. Marcil:

Q. If you have not got that at hand, never mind. Three-quarters of them were sustained?—A. Oh, no sir. Here (indicating) is the class appeals. The number of class appeals heard were 562. By "class appeals", I mean rural postmasters, and so forth. Rural postmasters are one class. As you know, the Arthur Young Company had 1,700 classes in the service, so out of 1,700 you had one-third which were appealed. The number raised was 309, and the number not raised was 145. There were a number of class appeals that were not decided by the board, but mutually between the Civil Service Commission

and the department, and I think it is only fair that the board should have credit for that, because if it had not been for the board these things would not have come out in that way—.

By Mr. Martell:

Q. Did you deal in any way with the professional and technical men?—A. Yes.

Q. What was done in their case?—A. The professional and technical men came before the board, and we called in Dean Adams of McGill University, Dr. Creelman from the Agricultural College at Guelph; Professor Kirkpatrick from Queens University, or Toronto University—I am not certain which—and we had Professor McCallum who, at that time, was the Chairman of the Committee on industrial research in Ottawa here. We had those professional men who came to give evidence before the board.

Q. What I had particularly in mind was the question of the barristers in the service. Did they present any plea as regards the salaries paid them in the different departments, with a view of bringing about uniformity of salary?—A. We had appeals against that. We had Mr. Edwards, the assistant deputy minister of the Justice department.

By Hon. Mr. Marcil:

Q. What did the rural postmasters appeal on?—A. They wanted a bonus, and also wanted their salary raised too.

Q. You mean the whole list of rural postmasters?—A. Yes.

Q. They were sustained in their appeal?—A. Yes, unfortunately.

The CHAIRMAN: Allow me to ask a question, Major.

By the Chairman:

Q. What I am interested in, is the workability of your joint council. Is your Federation in favour of the question of promotion being handled by the council?—A. I think I can say yes to that.

Q. You think once the Civil Service Commission has selected men and put them in the service, the question of whether they deserve promotion or not, and the actual promotion if deserved, is better handled by a joint council composed of the departmental heads, and the civil servants themselves, than by any other means?—A. Up to a certain point. When you get up to the administrative part, then there is no examination on earth can determine that.

Q. Yes, I appreciate that, but in regard to the other service, I am free to say that is my viewpoint of promotion. I am favourable to the appointment of a council. I want to know whether you would go on record by saying whether your association favours that as being a better method than by any classified promotion?—A. I think it is worth trying.

By Mr. Martell:

Q. Major, coming back to my question, what was the result of the hearing in regard to the professional and technical men? Were any changes made?—A. Yes, many changes were made.

By Mr. Shaw:

Q. Lowered or raised?—A. They were not all raised; no, I would not say that.

Q. Were any lowered?—A. Yes, we have lowered—I do not recall whether any professional case—

Q. I would like to ask a question. You have not indicated in the memorandum you wrote as to whether your organization as a body had expressed any

view so far as the merit system is concerned.—A. We stand all-four for the merit system.

Q. No question about that?—A. None whatever.

Q. In regard to this board of hearing of which you have spoken. You say the board has been discontinued?—A. When I say it has been discontinued, it has fallen by the wayside.

Q. The board of hearing, as I gather, from your general remarks, was organized to make workable the classification proposed by the Arthur Young Company?—A. Yes, sir.

Q. And by reason of the work which they have done the classification is now workable, you say? I suppose that the result of the board of hearing has abolished some classes, and created other classes.—A. Yes.

Q. Generally speaking?—A. Yes.

Q. If that board of hearing were functioning now, is there any reason why it could not overcome many of the difficulties in connection with the present classification, if there be any?—A. Taking out of it the human element, I do not think there is anything the board of hearing cannot settle in the classification, but you will always have individuals whom, of course, you cannot fathom. That is, in a majority of cases.

Q. You do not know what the reason was, for the board of hearing being discontinued?—A. It is discontinued in this way, sir, that after the personal appeals were over—

Q. Everybody was satisfied?—A. They are not satisfied, no.

By Hon. Mr. Marcil:

Q. Those who won their point were satisfied?—A. No, I am afraid they are not.

Q. Those who failed?—A. They were always dissatisfied. The ones who won can see positions again—

By Mr. Chevrier:

Q. Was it not a question of principle? Those who did win on this are aware that there is something not worked out for the best in the future?—A. Yes.

By Mr. Shaw:

Q. I want to find out the exact function of the board of hearing. This Board, you say, is represented by a repreesntative of the civil servant, a representative of the Government, and a representative of the Civil Service Commission. They agreed upon classification changes, and so on. Their recommendation would go to whom?—A. To the Civil Service Commission.

Q. And then what would the civil service do with it?—A. The Civil Service Commission would either approve or disapprove that recommendation.

Q. Did they ordinarily approve or disapprove?—A. In the majority of cases, they approved.

Q. Supposing they approved, did they then go to the Governor-in-Council for final approval?—A. Yes, exactly.

Q. Now, Major, supposing that the board were reconstituted. Is there any reason why they could not carry on the good work they did before, and have charge of making this present classification very workable, if that is desired?—A. Yes.

Q. And is there any reason why they cannot simplify the classification?—A. None whatever. As a matter of fact, they have done that now.

Q. You say the Civil Service Commission recommended they should continue their services?—A. I think so. I do not know that the Civil Service Commission recommended the board of hearing being continued.

[Major D. L. McKeand.]

Q. That is what you said.—A. No, I said that they had recommended that an honorarium be continued for the work performed. I do not know that the Civil Service Commission is anxious to have the board of hearing continued.

Q. You said they recommended an honorarium being continued?—A. Yes.

Q. Without doing anything?—A. No, for past years.

Q. They only pay you one honorarium for work already done?—A. For a year or a year and a half, yes.

Q. You think, and I confess it seems to me there is much reason in what you say—that the board of hearing might be reconstituted and could probably function better than any other agency, and make possible or workable a feasible and reasonable classification?—A. I do.

By Mr. Martel:

Q. Do you not think there should be statutory provisions for such a council? There is no statutory provision now.—A. No, we are volunteer troops, and whether they are better than the conscripts or not, I do not know.

By Mr. Chevrier:

Q. Taking this Board of Hearing again: Apparently from what you say I gather this is just about the proper constitution of the council?—A. Yes, that is of the main body.

Q. That would be a sort of advisory council?—A. Yes.

Q. Is there any phase in that organization of the Civil Service Commission wherein you could fit the board of hearing or council? Would you suggest that it take the place of anything in the present administrative staff of the Civil Service Commission?—A. I think it could. I think the departmental councils which form part of the board of hearing—I mean the scheme of a joint council would take the place of the organization branch of the Civil Service Commission.

Q. That is what I am telling you, because of what you say that this Board of Hearing has done practically the same kind of work that has been done by the organization branch, and this council might be fitted in to perform the work which is now being performed by the organization branch?—A. Yes, in that line. I must say in all fairness that I have no quarrel with the organization branch of the Civil Service Commission.

Q. Neither have I.—A. Far from it. I must say that the men they have got are very efficient. That has been my experience with them, because I have had considerable to do with them. They are fair and endeavour to do the best they possibly can, but I really do believe this: that a departmental official is better able to judge as to the responsibilities of the various members of that department than any person from the outside.

By Mr. Hughes:

Q. And as to each division?—A. Most decidedly, but there should be on top of that the two balls that govern the engine. There is no question about that. You have to have some control over this thing.

Q. A governor?—A. A governor, exactly.

By Mr. Chevrier:

Q. Let us proceed in order. You have given a lot of information about this, but I want to find out if there are any suggestions you have to make with reference to the present working out of the civil service law. There may be and may be not. Let me see if I can find out something. In so far as the system of promotions are concerned; is your organization satisfied with the present system of promotion?—A. I do not think so, sir.

Q. Now, if you are not, can you say in what way they are not, and what suggestions have you to make?—A. I think the departmental council would be infinitely superior for the promotions within the department than at the present time. That is only for promotion.

Q. Now, as to transfers from one department to the other. Is your organization satisfied that nothing in that way can be improved: that the method cannot be improved?—A. The method of transferring now is with the joint consent of the two deputy ministers.

Q. Are you sure about that?—A. I think I am right about that.

Q. Has the Commission anything to do with the transfers?—A. I think they look over them. I do not know as they ever disapproved of any—

Q. They are rubber stamps?—A. I do not think they are rubber stamps Under the present classification they want to see that the man who leaves one department is going to perform similar duties in another department.

Q. That is the present classification?—A. Yes.

Q. And that result could be arrived at by simplifying classifications? If the two deputy ministers agree, there should be no trouble with the transfer; it should take place if the classification was made workable?—A. Yes.

By Mr. Martel:

Q. Is that the case to-day, that the Commission does not interfere in cases where it involves a transfer of residence?—A. I do not know of any case where the Civil Service Commission has disapproved the transfer.

By Mr. Chevrier:

Q. In case of sick leave. Are you satisfied with the present manner?—A. I think that is more for Parliament to say, about the sick leave.

Q. What I mean especially is, as far as the civil servants are concerned, are they satisfied with the present method of computing and administering sick leave?—A. I think the council of the association largely—

Q. That would be some improvement?—A. Yes.

Q. Now then, as to transfer, promotion or statutory increases—have you any suggestions to make in regard to that?—A. Once again I think the council could assist tremendously.

Q. That the present situations could be bettered by means of this council? —A. Yes, always bearing in mind that the deputy minister is head of the department. He is the responsible man.

Q. Coming now to the first step, namely, those of appointments. I am going to put this to you, if the Committee will allow me to do it, and you tell me what you think of it, or what your organization thinks of it, if you can. I am putting this case to you now, in cases of appointments where no competitive examination can be held—in all cases where competitive examinations cannot be held to determine these positions, are you prepared to say that those should be taken away from the Civil Service Commission?—A. I think they are now, at the present time, Mr. Chevrier.

Q. They are not by—A. If they are not, then the others of a smaller rank certainly should go.

Q. Let us meet on this, becaus I am going on a principle, and not enumerated changes. All these new appointments which are not susceptible to a competitive examination, such as labouring positions, and rural postmasters—all positions not susceptible to competitive examination should be taken away from or released by the Civil Service Commission and handed back to the department to which they belong—A. As I say, I think that is being done now.

Mr. CHEVRIER: I know it is not.

Mr. SHAW: Would your body favour that? That is what Mr. Chevrier wants to know.

By Mr. Chevrier:

Q. Are you in favour of that—getting rid of it from the service altogether? —A. I think so.

Q. Now, let us start at the second class, the clerical positions. You had the labouring positions?—A. Yes.

Q. Now, let us start with all positions that are susceptible to a competitive examination—all these positions up to the time where they cease to be clerical positions and become administrative positions—all those should be handled by competitive examinations, where competitive examinations can be honestly, fairly and squarely held—up to the time they become an administrative position, technical or professional—that should be by competitive examination?—A. Yes, I think all positions—

Q. All positions?—A. Yes, when I say that I mean all clerical positions up to a certain limit should be by competitive examination. Just in that regard, let me say something about examinations. You have heard a great deal said about people seeing the papers beforehand and so on—

Q. I do not look at it in that way—A. I had a written as well as an oral examination before the Civil Service Commission, and I do not want anything fairer. I did not get the position, either.

Mr. CHEVRIER: I am not considering that aspect of the case at all for the present. In fact I do not think I paid any attention to that—

Mr. SHAW: There have been suggestions made of that character; is there any truth in them?

Mr. PARENT: That is for the Commission to say.

By Mr. Chevrier:

Q. Getting back to this, that all positions should be made by competitive examination—now, taking care of those that either are or ought to be under the Civil Service Commission—I am not prepared to say that there is, or is not at the present time, but there ought to be a proper body of examiners that have experience and would set the papers at any time that office papers would be called for—men of experience who would set those papers. Now then, the third class, namely, technical and professional and—A. Administrative.

Q. That these should be left, and maybe here, we will disagree, or we may agree—that those should be left to the deputy minister subject to the decision of the council—A. I do not know that the council could deal with those higher positions like that.

Q. Would you leave it altogether to the deputy minister?—A. And the Civil Service Commission producing the qualifications.

Q. That is, that one deputy minister would ask for a certain individual, using his own judgment, using his own discretion, and well knowing his responsibility, and he selected Mr. A. B. as an official to go into the service,—not his promotion, because I will take that up in a minute—but his appointment, is it your opinion that that individual should be appointed only provided he could get a certificate of fitness from the Civil Service Commission?—A. Yes, sir.

Q. In cases of promotion, the deputy minister would be the only one, subject to the councils, if you like, I will grant you that, but the deputy minister, in case of promotion, should be the sole judge of these promotions, bearing in mind, however, the defect in Section 20 or 21, I think, of the Act of 1908 where the words, "otherwise peculiar," appear, where the deputy minister could go outside and get some individual to promote over the heads of his own officials—make it that that cannot occur—so that the individual in the department would be protected for promotion. Is that right, would you agree with that?—A. Yes, I think so.

By Mr. Shaw:

Q. I presume that in making these statements, the witness is speaking for his association; they have considered it, and come to this conclusion.—A. Yes, I am speaking for the executive of the organization.

By Mr. Chevrier:

Q. Now then, if the deputy minister made a promotion and those in line for promotion were not satisfied, they would have recourse to the council.—A. Yes.

Q. The council would then pass as a grand jury, and would say, "you have a case," or, "you have no case against the deputy minister;" they would report a true bill, or no bill. If they reported no bill the matter would stand there, but if the committee reported that this man had the right to be promoted, that he had a case for promotion, that the deputy minister had disregarded his right for promotion, then there should be a right of appeal to somebody.—A. Exactly.

Q. I am coming to this, now, and I will probably be through, all but a few more questions. There ought to be a right of appeal from that decision of the council, either to the main council, or, I do not know whether your organization has given thought to this, that there ought to be a civil service judge.—A. I do not think there would be any objection.

Q. Provided there was right to appeal to a civil service judge whose decision would be final, and who would be removed from political fear, much more than the Commission is.—A. The Commission is absolved from that, they are in the position of judges now.

Q. I will not discuss that with you now.—A. May I say this—am I keeping you, Mr. Chairman?

The CHAIRMAN: Go ahead; this is the best evidence we have had.

The WITNESS: I am not an old civil servant, but at the same time I am very proud to be one. I lived in the country, I was in the bank, Mr. Chairman, and had a good training in the Bank of Hamilton, and I am very glad of it. I went to Africa in 1899 in the rear rank as a private, and managed to get to Pretoria, and got back all right. In this war, I went as an officer and came back in 1916, the only way in which a person should be able to come back, and that is after having intercepted a bullet, and as I came back to Canada the Board of Pension Commissioners was just forming under Mr. J. K. L. Ross, Major Todd, and Lieut.-Col. Labatt. I had known these gentlemen, but I had no more idea of entering the Board of Pension Commissioners when I arrived back in Canada than I had of flying. Col. Labatt saw my name in the paper, and asked me if I would come to Ottawa to take charge of the pay end of the Board of Pension Commissioners staff. I came here to Ottawa—I knew that I would be unfit for further war service—and he said, "you might just as well be here as you would be training troops at Niagara or Borden, or some other place, you might just as well come here and help us out." I came to Ottawa under these conditions as officer paying Canadian pensions. As you know, I do not need to tell you how the thing grew from $1,000,000 up to $35,000,000 a year, and the staff which we got—we were prevented from taking civil servants, because the departments here in Ottawa contended that they were short-handed as it was, and that a new war board starting up had no right to take experienced people from them, so we had to go to the highways and byways and get anyone we could. Returned soldiers, of course, were the only ones we took in the male line. The females, we endeavoured to secure, were those whose fathers or husbands or brothers were overseas, and we took them from Halifax to Vancouver. Mr. J. K. L. Ross employed his private secretary at his own expense to go out and bring these people in. We got a staff of 600 or 700 or 800 people, and then we started these branch offices called "District Offices" and equipped them and manned them. The thing was getting unwieldy, the Civil

Service Commission did not apply to us at that time, and we had difficulty in manipulating the staff, because it was getting so large, and I suggested to the Commissioners that we adopt a classification. They said, "all right, go ahead." I took the Civil Service Act of 1908 and applied that classification to the work that was being performed, and fitted the people into that, and I want to say this much—.

By Mr. Martell:

Q. That is the Act of 1908?—A. Yes, the 1918 Act had not been passed at that time. Now, when you hear that the boards, these war boards and so on, that the employees were being paid higher rates than civil servants, that is not true insofar as the Board of Pension Commissioners is concerned. Their salaries were $50 less than those for work of a relative character being performed in other departments. That was the classification adopted, because it was felt by the Commissioners that as they were inexperienced in pension and departmental work, it was not fair to put them in the same class and on the same basis as civil servants who were more experienced in departmental practice. This classification was drawn up and approved by the Commissioners. Then they said, "now, you go and fit the people into this, or fit it on the people." That was, as the saying goes, quite a mouthful, and it was done in this way, that various branches had a little joint council, and they usually agreed that each person fitted into their place. Everybody was not satisfied, no, and the right of appeal as against that classification went to the Commissioners themselves, and they made the final decision.

By Mr. Shaw:

Q. What commissioners?—A. The Board of Pension Commissioners. That was the classification which was brought in there, and generally worked very satisfactorily.

By Hon. Mr. Marcil:

Q. All this work was outside of the Civil Service Act altogether?—A. Yes, outside of it altogether.

By Mr. Martell:

Q. But based on the Act of 1908 as far as it was relative and applicable?—A. That was only so that it could not be said that war board employees were receiving more than the civil servants themselves. Insofar as the pension commission is concerned, I can say that is quite true.

By Mr. Chevrier:

Q. Just one more question. You said the classification is more or less workable. Could it not be made more workable if the offices of that board of which you speak, or a similar council, were retained?—A. I think so.

Q. Is the spirit that permeates the service not that there is no appeal?—A. I think so.

Q. Once somebody has spoken, that is final.—A. Yes.

Q. And if there was some way of appealing where the civil servant himself could be personally present to fight his case, or explain the merits of his case, that would go a long way towards solving the difficulties of the day, is that right?—A. It is, and I think this much, Mr. Chairman, that the reason there has been so little criticism in Canada about the administration of the pensions —I am not saying anything about the size of the pensions, the remuneration, or the compensation—but as far as the administrative end goes, that is, getting out the cheques on time and so on, there has been very little discussion in Parliament, and very little discussion through the country, and I think that is

largely due to the contented way in which the staff works, and their method of having these little councils, which met every week to discuss the problems and so on and settled them there and then, and adopted a practice and in that way educated ourselves. It was a new thing, the pension law was an entirely new thing in Canada, and I think it is due to the way it was handled that the pension commissioners made a success of it.

By the Chairman:

Q. Major, there is one or two points I want to have you confirm, if you agree with them. We had the interesting question up in the early part of our enquiry as to a disabled returned man's preference over a physically fit man. The general interpretation held by the public is that a disabled man is supposed to be brought up, by his pension for disability, to the level of the physically fit returned man. In your opinion, is it advisable that the disabled returned man should have a preference at all times over the physically fit returned man?—A. Of course, that is something Mr. Chairman, which I do not think the federation has ever considered.

Q. I am asking you that personally.—A. Personally, of course, I would say that the disabled man should have the preference, by all means.

Q. Should have the preference?—A. Yes.

Q. Regardless of his pension, he should still have the preference over the physically fit man?—A. Yes.

Mr. HUGHES: Provided he is able to do the work as well.

By the Chairman:

Q. We had the interesting case, Major, of a disabled man being given the preference over a physically fit man, and his disability cost him his life. He was not suitable for the position.—A. Then he never should have been put into it. How did he get through?

Q. On the recommendation of the man sent to consider applications, and under the law.—A. He was certainly not suitable for the position if he lost his life.

Q. He was a lighthouse keeper, and had one leg off, and lost his life, which proves the contention of the member for the district who recommended the physically fit man.—A. When I made the statement that the disabled man should have the preference, I meant that he should have the qualifications for the position and be able to fill it.

Q. As the Act is now, how do you interpret it, that qualifications should count?—A. The man, as I understand it—the examination of the man would bring out whether he was qualified to fulfil the duties he was called upon to do, and if by reason of his disability he was unable to perform those duties, he certainly never should have been given the position.

The CHAIRMAN: We have one of the Commissioners here, I think. Dr. Roche, would you mind telling the Committee, in the case of lighthouse keepers, whether you consider a physically fit man should have a preference over a disabled man or not?

Dr. ROCHE: That is a difficult matter for me to decide. I understand the case you are citing, Mr. Chairman, is that the departmental representative in that particular department who was supposed to be a good judge—.

The CHAIRMAN: Yes.

Dr. ROCHE: —gave an oral interview to this man and selected him on the ground that he was physically capable of performing the duties?

The CHAIRMAN: Yes.

Dr. ROCHE: He may have erred in his judgment.

The CHAIRMAN: He did, I think.

Dr. ROCHE: I do not know whether, of course, the man would still have lost his life if he had been physically fit.

The CHAIRMAN: Dr. Roche, the point that really comes up in this case, and I think it is important, some of the members of the Committee brought up the question of whether or not a lighthouse keeper was supposed, at all times, to be in good physical condition, on account of the fact that he was liable at a moment's notice to have to give assistance to wrecks, liable to be called upon to do strenuous work, and the people, in the district of the case we are speaking of, recommended a physically fit man, and said he was the proper man for the position. The representative or inspector of the department, according to your secretary, Mr. Foran, apparently recommended the disabled man. There is no choice, as far as the ability of the two men is concerned, except as to their physical fitness, and there is no doubt as to the ability of the two men in the discharge of their duties, in the ordinary sense of the word, but there is the occasional duty of stormy weather which would make it advisable in the minds of some members of the Committee that a physically fit man should always be a lighthouse keeper, or rather that a lighthouse keeper should always be a physically fit man.

Dr. ROCHE: The Act provides that a disabled returned soldier is entitled to the preference, provided he is physically in a condition to discharge the duties of the particular position to which he is appointed. It was, I understand, during a storm that this man lost his life. It may be that a physically fit man would also have lost his life.

The CHAIRMAN: My judgment would be that he would not have lost his life.

Dr. ROCHE: That is the whole point, and the Act provides that a man must be physically fit in order to get the preference.

The CHAIRMAN: That is just a case of bad judgment.

Dr. ROCHE: Yes.

The CHAIRMAN: I want to establish the principle. Mr. Hughes and some other members of the Committee felt that lighthouse keepers should be physically fit men in all cases. We are not disregarding the returned man at all.

Mr. HUGHES: I want to make a short statement here. One of the qualifications a lighthouse keeper was supposed to possess, under the former system, was the ability to handle an open boat in a rough sea. That was one of the qualifications; has that qualification been taken away or abrogated?

Dr. ROCHE: I think not.

Mr. HUGHES: Because, if that qualification still exists, then it would be against the Act or against the regulation to appoint a man who had not that qualification.

The CHAIRMAN: Yes.

Mr. HUGHES: No matter whether he was a returned man or not.

The WITNESS: Mr. Chairman, in connection with the lighthouse keepers, the Board of Appeal had an appeal from lighthouse keepers. I think they have an association; however, their representative came before the board and one of the questions which he was asked was, "How long have you been a lighthouse keeper?" to which the answer came, "70 years." "70 years? How do you make that out?" He said, "My grandfather looked after this light, my father looked after this light, I am looking after it and my son is coming on to look after it after me." That was a lighthouse on the St. Lawrence river.

By the Chairman:

Q. And apart from our argument, there was wonderful service given under that system. I know cases of it.—A. Yes, I believe so.

By Hon. Mr. Marcil:

Q. You have been talking about the soldiers' preference; will you tell us in two words what the preference is here, and what it is in the United States? —A. No, I cannot. I think if you had the representatives of the Great War Veterans' Association, they could give you that.

Dr. ROCHE: Perhaps I could throw a little light on that, as far as the United States law is concerned. The United States law, after the Spanish-American war, provided that those who were disabled in the line of military duty were entitled to a preference only of 5 per cent in all examinations. That is, it required 70 per cent to make a pass mark for all candidates, and disabled soldiers were only required to get a mark of 65 per cent. Now, after this last war, they went further than we in Canada did. They preserved that 5 per cent still for the returned soldier, but they placed him at the head of the list. In Canada we do not give a less percentage to the returned soldier, they all must take the pass mark, but the returned soldier who takes the pass mark is placed at the head of the list. In the United States, not only are they placed at the head of the list, those who make the pass mark, but a reduction of 5 per cent is made in their favour. Now that was the law until about a month ago.

The CHAIRMAN: What are the pass marks in this country?

Dr. ROCHE: Sixty per cent; fifty per cent on each subject where there are separate subjects; sixty per cent on the whole. We have been considering, and have in fact raised the percentage to seventy per cent recently.

The CHAIRMAN: Will you make this point clear to the Committee? In our law, the returned soldier gets no preference on marks?

Dr. ROCHE: No.

The CHAIRMAN: His preference is by his being put at the head of the list. He may have only forty per cent.

Dr. ROCHE: If he gets the minimum number of marks.

The CHAIRMAN: And the civilian must take the maximum to get that. The preference the returned soldier gets is by his being placed at the head of the list.

Dr. ROCHE: Yes.

The CHAIRMAN: Not by a preference in marks.

Dr. ROCHE: No. The United States by a presidential order, during the last month, have taken away that preference of placing him at the head of the list, but they do allow 5 per cent still to the ordinary returned soldier, and they allow an additional 5 per cent to the disabled returned soldier.

A MEMBER: 10 per cent.

Dr. ROCHE: But they are not now placing them at the head of the list; they must take their order by merit.

Hon. Mr. MARCIL: How long will that continue?

Dr. ROCHE: I cannot tell.

Hon. Mr. MARCIL: Are you aware that changes are being asked for in the United States, to the effect that "It is urged that the law be amended so that the returned soldier gets a preference only when other things are equal."

Dr. ROCHE: What is the date of that?

APPENDIX No. 5

Hon. Mr. MARCIL: The Ottawa Citizen—

Dr. ROCHE: This recent amendment, to which I have referred, is dated March 3, or 4.

By the Chairman:

Q. Just one more question, Major McKeand. Mr. Chevrier brought up the point of a competent examining board, or a board of competent examiners. The present Commission work under a system of examination that is approved of by every one throughout the country, but it is thought that the machinery of the Commission is not complete enough to cover all sorts of positions, and they go outside and select men to assist them in certain examinations. Do you think that the selection of men at random from outside for some special qualification is as advisable as Mr. Chevrier's suggestion of permanent inside examining boards. I understand that these men are not paid, and they have no particular interest except to assist the Commission?—A. That is the advisory board?

Q. Yes.—A. In that connection I have represented the department on one or two advisory boards. The Commission obtain applications for the position and also the different references and qualifications necessary, and so on, and these go before an advisory board of which the department is one member, the Commission is one, and then other persons from Ottawa, or from outside, come in and lend their assistance.

Q. Do you think that these advisory boards always use good judgment and that they are always free from patronage?—A. I can only say that the only one I have been on, the department was able to find, or rather, I think we got the best man. Yes, I say so.

Q. The members of these advisory boards are not paid and are not permanent?—A. Well, of course it is a pretty hard thing to say whether any examining body, permanent or temporary would be satisfactory to all concerned.

Q. What I am getting at, Major, is this: Agreeing with you on the competitive examination for entry into the service, and knowing that it is a difficult matter for the civil service to maintain a staff of examiners to cover all types of examination, what would you suggest as the best system, from your broad experience, of that sort of examination?—A. Well, I do not know that there is anything wrong with the present system of the Civil Service Commission having examiners there. I think they set a very good examination.

Q. But do you not think that a set of examination papers for each type of position could be compiled, and a certain rating arrived at for qualifications, without the assistance of outside boards, with only the judgment, probably of some outside authority as to personal qualifications?—A. Yes sir.

Q. You think that that would be better than going outside for boards?—A. I do, yes.

Q. I have in mind a case which might come up later, and upon which the Civil Service Commissioners may be examined, where the straightest form of patronage existed; not the patronage of the Government—there was no political patronage entering into it—but patronage of another kind, where a preference was shown to a man who was undoubtedly a good man, but who was inferior to another man who had applied. It was not a case of political patronage, but of patronage arising from knowledge and acquaintance of the man. A friend of his applied and got the position. I was suggesting to you —perhaps you do not agree—that examination papers could be compiled to cover almost every class of service, and a rating could be arrived at which would not necessitate going outside to the same extent, and where the examina-

tion could be held more within the Commission itself?—A. Just the same as the departments help the Civil Service Commission.

Q. Do you feel that that system could be improved?—A. Yes.

By Mr. Martell:

Q. Suppose that there was an application for a professional or technical position. The system followed by the Commission, which I do not say is not fair or that they are carrying it out unfairly, is that they take the advice of an advisory board, and the Commission accept the recommendation of that advisory board. Now the man has a right to appeal, and we were told by someone who gave evidence previously that they constituted a new board. What would happen in the event of a new board and the previous board differing as to the classification of the man?—A. I think the first board would be a wash-out. There would be no consideration given.

Q. Do you not think that a case of that sort would be a good argument for the appointment of a permanent judge of appeal?—A. Yes, I do.

Mr. SHAW: There are several questions that I would like to ask, and I understand that it is the desire of the Committee to adjourn?

The CHAIRMAN: I would be glad to have the Committee sit for another ten minutes.

Mr. CHEVRIER: I think there is another witness to be heard from the Federation.

The CHAIRMAN: Then we had better adjourn and sit again this evening. It would be desirable to clean up the Federation evidence before the recess.

Mr. SHAW: I have received a communication from the Amputations Association of Toronto, asking for the privilege of having a representative here.

The CHAIRMAN: I have received communications of the same kind. They will receive the attention of the Sub-Committee.

The Committee adjourned until 8 p.m.

TUESDAY, March 27, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 o'clock p.m. Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: We will proceed with the evidence of Major McKeand.

Major D. L. MCKEAND recalled and further examined.

The WITNESS: There is just one thing that I would like to correct in my evidence of this forenoon. My attention has been drawn by Mr. Ryan to the fact that I gave the total membership of the federation as 3,000. That was only in Ottawa, the various associations in Ottawa. But I think we can safely say that we have over 7,000 outside, so that we represent a total of about 10,000 civil servants.

By the Chairman:

Q. You completed your statement?—A. Yes, but I think Mr. Shaw said he wanted to ask some questions.

Mr. SHAW: I have a number of questions that I would like to ask, and perhaps I may follow the method pursued by Mr. Chevrier and Mr. Martell, and ask them one after the other.

The CHAIRMAN: Go through with the questions you desire to ask, Mr. Shaw.

APPENDIX No. 5

By Mr. Shaw:

Q. Major McKeand, you suggest that your association represents 10,000 civil servants?—A. Yes, sir.

Q. Have you secured the judgment of all branches of your association, as to the working of the Civil Service Act for presentation to this Committee?—A. In this way: a large proportion of our membership is composed of the Civil Service Association of Ottawa, and the Dominion Customs and Excise Officers' Association, both of which have representatives on the executive, and we have discussed and talked over these matters with them. As a matter of fact, the statement which I read this morning, and which has become part of the record was submitted to a sub-committee of our executive, one of whom was the representative of the Dominion Customs Officers' Association.

Q. What I wanted to find out was this: Has the plan which you have suggested here to-day received the attention of the membership of your organization, or does it represent—I am not casting any reflections—does it represent only the considered and matured judgment of the executive of your organization? —A. I may say, Mr. Shaw, that the things which I presented this morning, have been before the civil service for many years, and it is really only repitition. It is really voicing the sentiment of the service.

Q. So far as your presentation is concerned, it represents the judgment of the executive of this organization?—A. Yes, sir.

Q. I have forgotten whether you stated what department you are in?—A. The North West Territories, Yukon Branch, Department of the Interior.

Q. That is the branch presided over by Mr. Finnie?—A. Yes, sir.

Q. I think you said the position you occupy was secured by you by competitive examination—A. Not this position. I was transferred from the Pension Board as chief clerk, having the same duties; but I did try an examination for another position.

Q. Do I understand that the position you now occupy was not secured by competitive examination?—A. No.

Q. Is it a position outside the scope of the Civil Service Commission?—A. It is under the Civil Service Commission.

Q. It represents a transfer, you say?—A. I was made permanent when I was in the Pension Board prior to the coming in of this Act. My position was classified by the Arthur Young Company, and appears in the book.

Q. Would you be in one of those classes called temporary employees?—A. No, I am permanent.

Q. You suggested, Major, that your organization approves of the merit system?—A. Yes sir.

Q. In other words, I take it that the organization disapproves of patronage? —A. Yes sir.

Q. Will you indicate to us what your association—because you are speaking on behalf of the association—defines as patronage?—A. Appointment to the public service, irrespective of the qualifications necessary for the position, and without examination.

Q. And I presume subject to political control?—A. Yes.

Q. I want to get your view correctly; I understand that your organization approves of the exemption of the so-called labour forces from the operation of the Civil Service Act?—A. Well, I do not think we had anything to do with it. They were taken out from under.

Q. As an organization, you approve of the exemption of these forces, because I think you said so this morning?—A. Yes.

Q. In other words, I presume that you hope that the merit system is not applicable to those labour forces so-called?—A. Quite.

Q. Can you tell me whether or not the merit system has been applied to those particular forces in any other country?—A. I cannot.

Q. Do you know whether or not the merit system has been applied in the United States to the so-called labour forces?—A. I don't think it has.

Q. Can you tell me whether or not, in many of the American states and American cities, the merit system has been applied to those so-called labour forces?—A. I think it has.

Q. As a matter of fact, it is also applied in the United States to civil servants, is it not, or do you know?—A. I think it is in the District of Columbia, but I do not think outside.

Q. Perhaps you would be interested in knowing that I have been reading a pamphlet which states that United States civil servants' competitive examinations were held at Milwaukee for the position of charwomen, and classifications of that kind?—A. For the state, or for the city?

Q. For the Federal Government—I am not quite sure. You say you are not informed as to these particular things?—A. No.

Q. I take it then that in the view of your organization, you feel that the patronage system, certainly other than the merit system must be applied to the so-called labour forces?—A. In other countries?

Q. No, in Canada?—A. I do, yes. I do not know that I just understand that.

Q. There are just two things, as I understand you, two systems of meeting this situation, either by the merit system or by the patronage system. As far as those presently exempted labour forces are concerned, your suggestion is that the patronage system is the only way that can be dealt with.—A. I would not call it a patronage system, because I think, generally speaking, these people are appointed for certain qualifications that they have, but I think that they change so often, that is the personnel turns over so often.

Q. I did not think we had any misunderstanding; there are two systems, the merit system, and I asked you definitely what you meant by the patronage system and you said a system whereby it could not be determined by merit.

The CHAIRMAN: I think the Major has in mind the fact that appointments may be made without patronage at all.

By Mr. Shaw:

Q. I am not particularly concerned about it, but I do say this, that as far as the labour forces presently exempted under the Act are concerned, your organization is of the opinion that the merit system is not applicable thereto? Now, you spoke also of the matter of promotions, and as I understand you the promotion is to be in the hands of the deputy minister, subject to an appeal to a departmental council; is that correct?—A. No. I do not think I said that, Mr. Shaw.

Q. I would like to get that clear.—A. I think I said that the promotions in the service, that is, to the clerical positions and so on, up to a certain grade, should be made by competitive examination.

Q. And do you say that above that grade they should not be by competitive examination?—A. Not altogether, because I think I said that as far as the administrative positions were concerned, that could not be determined by an examination, either written or oral.

The CHAIRMAN: Mr. Shaw, if you wish I will read this portion of the evidence.

Mr. SHAW: No, I think I will clear it up as we go along.

The WITNESS: I said that the joint council would be of assistance in determining who was the proper person for the position.

By Mr. Shaw:

Q. You are quite well aware, I have no doubt, that a Whitley Council, so-called, or a departmental council, is simply an advisory board which cannot possibly assume the function of determining promotion or appointments under any circumstances.—A. Quite right.

Q. So that these organizations are only for the purpose of advising. The promotion, you say, should be by competitive examination, conducted by whom? —A. I thought that probably the councils might be able to, because it would be in the department, papers might be set in that way.

Q. And the council, that is this body which is nothing but an advisory body, should be given the duty of conducting the examination.—A. And mind you, the Civil Service Commission comes in there, of course; the Civil Service Commission would control a part of the examinations, up to a certain grade.

Q. You mean up to the administrative grade, that is the merely clerical positions only would be subject to the Civil Service Commission?—A. I think the Commission has done that since 1908.

Q. Then I understand that if a party were dissatisfied with the promotion made, he would have a right of appeal, as you suggest, to a civil service judge? —A. Yes.

Q. That is the scheme proposed by Mr. McGiverin, I think. Your organization approves of that procedure.—A. I also said, I think, that the Civil Service Commission were now in the position of a judge.

Q. So, as far as you are concerned, when you speak about a civil service judge, you are referring to the Civil Service Commission?—A. Exactly.

Q. Dealing with that matter of the right of appeal, can you tell me, Major, the procedure in connection with arbitration courts? You are familiar with those, are you?—A. Yes.

Q. What is their function?—A. You mean a board of arbitration in the Labour department?

Q. No, I am referring to what are known as arbitration courts in England; are you familiar with those?—A. No.

Q. Are you familiar with what is known as the appeal courts that function in the United States, in New Zealand and Australia?—A. No.

Q. You are not familiar with those?—A. No.

Q. Then we will come to the matter of the technical positions. As I understand it, your suggestion there, is that the appointments should be made by the deputy heads?—A. Made by the deputy heads with the certificate of qualification from the Civil Service Commission, and in that connection, Mr. Shaw, might I say this, that I think that you might say that the whole Government service is a technical service inasmuch as a person now in the Governmnet service is unfitted, if they stay long enough, for any work outside; they become technical by reason of their employment.

Q. You mean specialization makes that?—A. Yes, exactly.

Q. With regard to the technical positions, your suggestion is that the appointment is made by the deputy head. Now, are you familar—I was reading up the Spinney investigation—are you familiar with the suggestion made by a man named Higgman, a director of electricity, in connection with appointments under the patronage system to technical positions, where, apparently, everybody but a properly qualified man secured the position under the old system; you are familiar with that letter?—A. Yes, I am.

Q. Is it not true that if you leave these appointments or these promotions, if you like, in the hands of deputy ministers, that ministers necessarily have the right to give their views and to insist upon their opinions in connection with appointments?—A. Of course, they are subject to abuse; that is quite true.

Q. And it has been subject to abuse, has it not, in past years?—A. I do not know; it may have been in some cases, but I think, by and large, that Mr. Higgman, for instance, if he is responsible for the efficiency of his staff, should insist on getting qualified men. In the Department of Weights and Measures they have an inspector of weights who is very efficient.

Q. But you have been in this country and in the service long enough to know how the patronage works—I am not making any reflection upon anybody—but it is perfectly clear that you are sometimes not liable to get qualified men under the patronage system.—A. Sometimes, but I think, by and large, you will find the people in the service to-day were largely appointed under the patronage system, and I do not think any reflection could be cast upon their ability to perform their duties.

Q. So you would suggest that perhaps that would be the better way of getting efficiency?—A. What I think, Mr. Shaw, if I might say so, is that an examination into the service should be necessary.

Q. I quite agree; you mean an initial examination?—A. Yes. Now, here is where the nigger in the wood-pile, so to speak, comes; by a change of government people may be flopped over on the top of these fellows at the bottom, and their right to promotion and advancement in the service is checked. That is where the difficulty comes.

By the Chairman:

Q. From the outside supply?—A. Yes, that is the point. The object of the classification and the object of the Civil Service Commission is that instead of the government service being a temporary position, a job, so to speak, a man or a woman now coming into the service, by diligence and attention to duty can gradually promote themselves on up to the higher grades.

By Mr. Shaw:

Q. Under the merit system.—A. Yes, and that is what we advocate, to make it a career instead of a job.

Q. And I heartily agree with that view. Take the situation that you suggest, where people are liable to be brought in from the outside and impressed into the service in Ottawa; they may be inefficient, that is true, is it not? They may become inefficient, or rather may be inefficient or unqualified when they come.—A. They could not if the Civil Service Commission—.

Q. I am talking about the patronage system—.

The CHAIRMAN: That is not in existence, Mr. Shaw.

Mr. SHAW: The witness is suggesting a mild return to the patronage system.

The CHAIRMAN: No, I think you are mistaken.

Mr. CHEVRIER: Nothing of the kind.

Mr. SHAW: That is just my observation but it is his suggestion that with regard to the technical positions these men be appointed by the deputy head.

Mr. CHEVRIER: Subject to a certificate of fitness from the Civil Service Commission.

By Mr. Shaw:

Q. What do you mean by that?—A. Just what is going on to-day.

Q. Then if I understand you correctly, your view is that the system prevailing to-day, not only with regard to promotions, but also with regard to appointments to technical positions is the proper one?—A. It can be facilitated by the methods we are asking for, I think it can be helped.

Q. Then if I understand you correctly, Major, your contention is—and I must confess that I took a different view this morning—that the system as it

exists to-day is the proper system except that it needs to be speeded up here and there?—A. Exactly.

Q. And that applies not only to examinations into the service, but promotions and appointments to a technical position?—A. Up to a certain grade.

Q. Beyond that grade, you leave that in the hands of the deputy minister? —A. I think the deputy minister, as the responsible officer, should be able to select his lieutenants nearby him, and not be forced to accept anybody who is pushed in on him.

Q. Yes. Well, then, coming back to the point we were discussing, that would mean that the deputy minister could not go outside the department, go any place, to get a man for that particular job.—A. Provided the man had the qualifications and was passed on by the Civil Service Commission.

Q. Will you place the limit at the point at which you would distinguish an administrative official to be appointed by the department head?—A. I would say that a man—we will say—up to the $2,400 class.

Q. You would make it a financial distinction?—A. It practically is a financial distinction now. I would say the grade of principal clerk.

Q. That everybody above the grade of principal clerk—including the principal clerk?—A. No.

Q. Exclusive of the principal clerk should be appointed by the deputy head? —A. Yes.

Q. But that in each case he should have a certificate of fitness from the Civil Service Commission. In other words, then, I understand, Major, and I want this correctly, I understand that you would give the deputy minister the privilege of securing from a number of qualified applicants someone to fill this position, all having been previously certified by the Civil Service Commission. —A. Exactly, and of course the right of promotion being predominant within the service, and the actual people who were there should have that right.

Q. That is you would restrict it to the particular department?—A. Yes.

Q. In other words the position must be filled by the deputy head from some member already in the service.—A. Yes, by promotion.

By Mr. Brown:

Q. Do I understand that correctly? Do you mean in the case of one of those technical positions to be filled, that it must be filled by one who has worked himself up?—A. I should think he should have the preference.

Q. You don't insist it should be absolute?—A. I do not think you could very well do that.

By the Chairman:

Q. May I ask this question. Assuming there are technical men wanted by the departments and there are probably only one or two men in the country who are available and, who are suitable for the position. The department heads know of these men. In cases of that kind, it is not a case of competitive examination. It is a case of securing the available men for that technical job. There may be only one or two men. You claim, in such a case, the deputy minister, should have the power to secure the man he wants and submit him to the Civil Service Commission to prove that he is a suitable man?—A. Yes.

Q. You know this from your experience in the service that never in the appointment of real technical men is the question of the man's political leanings made any consideration at all. It is a question of his fitness for the job and always has been?—A. Yes.

Q. You cannot think of a case where a technical position was involved, under any government, where the department was anxious to secure a good man, where his political leanings might influence the securing of the position?

—A. In my experience on the Board of Hearing after two and one-half years I have never heard politics or anything else mentioned.

Q. That is for the last two and one-half years?

Mr. MARTELL: That is all his own experience has been. He cannot say what obtained prior to that.

By the Chairman:

Q. That class of man has not received an appointment in that way for years?—A. I do not know of any.

By Mr. Shaw:

Q. Is it not a fact that the deputy minister is the man in charge of the department and if the minister said to the deputy, "We want a different person in here to operate a certain department," would not the deputy defer to the opinion of the minister?—A. I could not say as to that.

By the Chairman:

Q. The experience in the civil service, after men got their appointments has been, that they remain, no matter what their politics are. The evil of patronage has been that with incoming governments, under the system of patronage new men were brought in and put into the service over the older men. There was a new influx with the change of government, and promotions were not allowed to go on in order of merit. I think Major McKeand will agree, that that was the evil of patronage as far as the working out of political patronage was concerned. —A. In the inside service the danger was from the influx, new appointments, taking preference over the old appointments. That influx of new appointments, controlled by the Civil Service Commission, does not apply.

By Mr. Shaw:

Q. In the outside service, do you know if there are any of these persons employed above the rank of principal clerk?—A. Oh yes, many.

By Mr. Chevrier:

Q. Major McKeand, is there any more of the outside service now?—A. No, there is no such thing as outside service now.

Q. I am referring to the outside service, outside of Ottawa.—A. There is for instance the post office. The Ottawa post office is outside the service. The custom house is outside of Ottawa.

Q. But it is in the service, and just as much in the civil service as any other service?—A. Just the same as the post office in Vancouver.

By the Chairman:

Q. That is since 1918?—A. Yes.

By Mr. Chevrier:

Q. That is five years?—A. Yes.

By Mr. Shaw:

Q. You have suggested that in all positions where more than $2,400 is obtained, the deputy minister should have the right of appointment, subject to the applicant having a certificate of fitness. Do you apply that to all services outside of Ottawa?—A. Yes.

Q. Do you suggest that the deputy heads can appoint men to the service say in Vancouver more efficiently than the Civil Service Commission, that is, one drawing more than $2,400?—A. Well I think by having first hand knowledge of the department, I think he could, because he relies on his officers, of course,

whom he knows have the first hand knowledge of the man, and knowledge of the men too.

Q. That is more important?—A. Yes.

By Mr. Chevrier:

Q. Major McKeand, are you aware that under the Act of 1918, sec. 24, appointment was made by merit?—A. Yes.

Q. In 1908?—A. Yes.

Q. And that section 24 read that promotions other than from the third to the second division shall be made for merit by the Governor in Council upon the recommendation of the head of the department, based on a report in writing of the deputy head, accompanied by a certificate of qualification by the Commission?—A. Yes.

Q. That was the old system?—A. Yes.

The CHAIRMAN: Are you through Mr. Brown?

Mr. BROWN: Yes.

Mr. CHEVRIER: I think that is all.

The CHAIRMAN: Does any other member of the Committee wish to ask any questions of Major McKeand.

By Mr. Chevrier:

Q. Have you any suggestions to make outside of those you made this morning as to the improvement of the service, if improvement is possible, outside of those you made this morning?—A. I have not heard what other organizations of the service say.

By the Chairman:

Q. May I ask you to confirm what I think was rather doubtful, after you had answered Mr. Shaw's questions as to your idea of councils. Do you not consider that the council, which has the deputy head as its chairman, the chief clerks of departments as its members, with an equal number of representatives of the civil service in that department, is able to discuss the whole internal organization of the department and arrive at decisions which will make for greater efficiency in the operation of the department and thereby greater economy?—A. Yes.

Q. Do you not also think that such an organized internal departmental council would make it absolutely impossible for promotion to take place within that department on anything but the merit system?—A. Exactly.

Q. If the representation on the board of civil servants interested were equal to the departmental heads, and only the deputy minister sat as the chairman or should have the deciding vote, that both the interests of the department from the standpoint of efficiency and justice to the employees on the merit system of promotion would be attained within that department's own organization?—A. Yes.

Q. The CHAIRMAN: That is the point I want to make, because that is the system I favour.

By Mr. Shaw:

Q. Do I understand that your intention is that this council, departmental council, so called, shall make the decision as to whether or not a particular person is to be appointed or promoted?—A. I think so, yes.

Q. That is, it is not in an advisory capacity, but is an actual deciding factor?—A. That is why we ask that the board of hearing be extended.

By Mr. Brown:

Q. That is, it is not in an advisory capacity, but is an actual deciding factor?—A. Yes.

By Mr. Shaw:

Q. One of the first questions I asked you was; These councils in no place, so far as you know, assume that position at all, do they? They are simply advisory?—A. I think the Whitley Councils assumed it.

Q. You say that the Whitley Councils in England assumed the function of determining the policy? Or was it only advisory?—A. I think they determined the policy and set the salaries, that is, subject, naturally to higher authority. They were not statutory. They could not take the power from Parliament itself.

The CHAIRMAN: May I interject my idea of this, and the reason for it. The civil servants, where the deputy minister has full control of promotions, feel that that is autocratic in his hands. The civil servants, where the Commission have control, feel that this is bureaucratic. Were the whole thing to be handled by a council, they feel they would arrive at a democratic state in their own department. It may have failings, but at least they would have a say in the operation of it. This is the type of council I am informed is desired, by many of the civil servants, who have given a lot of study to the question. I have never spoken to Major McKeand until I met him here this morning, but my questions were leading up to see if he did not have that interpretation of it for that very reason.

Mr. SHAW: My view was, that in this case, the civil servants are represented, the department being represented by the deputy head as chairman, who would sit around a common council table, and I have no doubt in the great majority of cases they would reach an amicable agreement, but the decision of that council would necessarily only be advisory. It could not be otherwise. You cannot take a function of government and hand it over to an organization such as that.

The CHAIRMAN: Advisory, but suggestive probably to a certain extent, because any one who administers a department is subject by the employees of the department usually to a lot of criticism, but who have no way to make suggestions for greater efficiency under the present system. We are dealing with the administration of the service with a view towards economy and to meet one of the greatest needs in the departments economical administration of the service. Under our existing system, there may be a certain amount of "cross purpose" between the deputy heads and the Civil Service Commission, in dealing with the question of promotion. I had a feeling that the council idea could be worked out, and I think Major McKeand agreed with me whereby these councils would not only deal with the question of promotions by merit but also with the question of efficiency of the service. The findings of the council would more or less govern the administration of the department.

Mr. SHAW: The weakness it seems to me in that is, that you must get an independent body, if you are going to make promotions and appointments which will be satisfactory to all parties concerned. Mind you, I am in favour of this council but I am in favour of it so far as practice has shown, as an advisory council. I think you will find if you examine the English system it is advisory there and has not got the power of appointment.

The CHAIRMAN: We are dealing with the efficiency of the civil service. We have a group of employees who are dissatisfied with their positions and who feel that they have only one recourse and that is to organize, and force,

whereas if you give those people a say in the administration of the system, you would have harmonious working among your employees, and we consider that, as in industrial councils, the same would apply in the civil service council. You would attain co-operation between the officials and the representative of the employees in the department, which would do away with any necessity for organized unionism.

Mr. SHAW: Mr. Chairman, I would not like to have it suggested that I am opposed to the council. So far as experience has shown, and taken in connection with industry, I think it is particularly clear that acting as an advisory council altogether (the Whitley Council was organized with that end in view), we could not allow, and these industries would not allow an organization of that character to step in and manage the industry irrespective of the management.

The CHAIRMAN: No, Mr. Shaw, but you will agree with me, in the great majority of industrial councils, the decisions arrived at in those councils are usually the decisions that are followed in the administration.

Mr. SHAW: I agree with that.

The CHAIRMAN: In order to arrive at a satisfactory conclusion.

WITNESS: In that connection I might say that the Board of Hearing made a revision. I think there are only two or three occasions when the Civil Service Commission did not approve of the findings of the Board of Hearing. Might I say this too, that Mr. O'Connor, who was formerly president of the federation, I would like to have called before you to explain more the intricate workings of it; he has specialized upon that, and will be able to give you some interesting information as to the workings of it. At present, unfortunately, he is ill.

By Mr. Garland:

Q. Did I understand you to say that you would like the Board of Hearing extended?—A. Yes.

Q. Suppose this Committee should recommend a Board of Hearing something similar to what you have now, I suppose the civil service federation would like to reserve the right of nominating two persons for that board?—A. I think so.

Q. You think it would not be workable in any other way?—A. In no other way.

Q. With about the same numbers from the department?—A. Always bearing in mind that the Chairman—.

Q. Is a Civil Service Commissioner?—A. Yes, because that is the final authority.

Q. At your Board of Hearing, did you hear individual cases?—A. We did.

Q. Not always through your organization, I understood you to say this morning?—A. We held, first of all, classes, large groups, then we got down to a one-man class, that is, only one man in that one class; he had an opportunity of coming before the board in person.

Q. Suppose that Board of Hearing as it existed up to the time it finished its usefulness, for instance a deputy minister had say a club over some official, he could appear before the board and lay his case before them, could he?—A. It never got that far.

Q. That is what I want to find out.—A. It never got that far.

Q. A civil servant?—A. No; it never got that far.

Q. In your suggestion, that you would like to make now, you would want that, would you?—A. Yes, in the department, with the right to appeal to a higher body.

By Mr. Chevrier:

Q. That is what you said this morning in answer to my question, is it not? —A. Exactly.

The CHAIRMAN: Any more questions?

WITNESS: If you want me again I will come, Mr. Chairman. I would like Miss Inglis, who is one of the vice-presidents of the federation, to make a statement.

Edna L. Inglis, called, sworn and examined:

By the Chairman:

Q. Are you going to read a statement, Miss Inglis?—A. No, Mr. Chairman; I thought it would be better to answer questions. I have no particular statement to make. Perhaps some of the members of the Committee might desire to ask some questions. We have already had, as you know, presented a memorial covering three of the points the federation is dealing with at present.

By Mr. Chevrier:

Q. I understand you have had something to say about superannuation, that you have been dealing with the superannuation scheme on behalf of the Association. Have you any suggestions to make or to offer upon that?—A. Well, for a number of years I have acted on superannuation committees. As you know, the issue has been a live one, particularly since 1908. It was for that reason that the federation was formed in the first place, in order to correlate all the ideas of civil servants throughout the country. That has been done more or less. There is a diversity of opinion, of course, as to the kind of permanent superannuation we should have, but the application of the present tentative measure, the so-called Calder Act, has more or less crystallized the situation I should say. Perhaps to give you some idea of why I think I know something about superannuation, I might state that I myself have been in the service since 1904. I came in then under the old qualifying examination, and entered the Auditor General's department. I was later transferred to the offices of the Civil Service Commission. At present my particular duty in the office of the Civil Service Commission is to look after the administration of the Calder Act. This morning some questions were asked in connection with that, which I think perhaps might be presented again.

Q. We heard about the Calder Act, and I think certain suggestions were made as to how the superannuation could be carried out, in view of the diversity of feeling or thought amongst the civil servants, more particularly in view of the fact that the Calder Act is only a temporary measure; have you anything to suggest as to what should be the remedy?—A. Well, in considering superannuation applied to the civil service as it is at present, there are probably three classes to be considered; there are the aged people in the civil service, who were in the service prior to 1898 and are under the old Superannuation Act. Since that time, there have been people who have come into the service and are permanently in the service, who are under what is known as Part 2, of the Civil Service Superannuation and Retirement Act. Along with that group there are a great many people in the civil service who have lately become permanent, I mean within the last ten or twelve years, and who, prior to that, had not contributed anything towards a Retirement Act or a Superannuation Act at all. Then there are the newcomers in the service. In dealing with the subject, we will require to take these three divisions into consideration. The Calder Act at present is taking care to a reasonable extent of the employees who have reached superannuation age, and who have not been contributing to a superannuation fund.

Q. Now, Miss Inglis, I will ask to have a point cleared up; would you say what the standing of civil servants is now with reference to superannuation, in this way; there is the Calder Act, the Retirement Fund, and Funds Nos 3, 2, and 1; what is the standing of civil servants at present? A number of the gentlemen on the Committtee do not understand just what the present situation is, in view of the fact that there is the Calder Act and a retirement allowance.—A. There was what we called the old Superannuation Act, which was introduced in the '80's and was amended later on. That was carried on until 1898.

Q. That was Fund No. 1 and No. 2?—A. Fund No. 1 and No. 2. In 1898 the Civil Servants Superannuation Retirement Act came into force, and Part 1 of that Act covers those old employees I have been referring to. Part 2 refers to employees who elected to come under Part 2 at that time, or to all permanent employees appointed since that time.

Q. Under that, what did they have to pay?—A. The new employees, those who came under Part 2, paid 5 per cent of their salaries.

Q. That went on until what year?—A. It is still going on.

Q. Is that Fund No. 3?—A. Yes, they call it No. 3 Retirement Fund.

Q. Subsequent to that was formed the Retirement Allowance, the one that is presently in force?—A. The one that is presently in force, Part 2 of the Retirement Act, came into force in 1898.

Q. And is that the one that is in existence now?—A. That is the one that is in existence now, which applies to all permanent civil servants, with the exception of those who elected to remain under the old Acts.

Q. Under the old system?—A. Yes.

Q. To that the civil servants contribute?—A. Five per cent of their salaries.

Q. That is one part?—A. That is one part.

Q. Will you explain how the Calder Act came to be brought into existence? —A. The Calder Act was the direct outcome of a necessity experienced both by the departments and by the Civil Service Commission in re-organizing the departments. Prior to the coming into force of the Calder Act there were a great number of employees who could not be retired, at least they were not under any retirement fund, and it was felt that they could not be thrown out without some kind of retiring allowance.

Q. That was as a result of the re-organization of the various departments? —A. The result of the re-organization of the various departments. The Calder Act it might be said was brought into force as a matter of economy, and it has effected economy to a surprising degree.

Q. Now, the civil servants feel that there is no stability in the Calder Act, as it is liable to be repealed on the first of July of any year, and then there are certain employees not in the retirement allowance, and it is with a view of unifying the superannuation system that the civil servants now ask for a Superannuation Bill?—A. Yes.

(Mr. HUGHES, having taken the Chair.)

By Mr. Chevrier:

Q. Do you know what amount the civil servants are prepared to pay or are ready to contribute to this superannuation fund; without going into all the details?—A. Well, the concensus of opinion among civil servants I should say, is to have a contributory scheme, and I have heard them say that they are prepared to pay five per cent.

Q. Providing that the Government pays the same amount?—A. Pays the same amount—on a fifty-fifty basis. There are, of course, employees particularly I understand in the west, and they are young employees too; employees

who have not been long in the service—who would very gladly have their retirement fund—.

Q. Let us get that right, Miss Inglis.—A. Yes.

Q. Are any of the civil servants prepared to let the amount of money that they have to their credit in the retirement allowance go towards forming the nucleus of a superannuation fund. Do you know as to that?—A. I should say, yes, a very large percentage of the civil servants. You will find that there are some who do not feel that way about it, but as I told you, those in the west—there is a percentage particularly among the young men who desire to have the use of that money in the retirement fund. I think possibly that may be accounted for by the fact that they have not been long in the service, and superannuation does not appeal so strongly to them.

By Mr. Brown:

Q. Are the contributions to the funds which are already in existence obligatory, or voluntary?—A. Not altogether obligatory. Under the first scheme they were only partially obligatory, but in 1898 the permanent civil servants were given the choice; that is, they were given the option of coming into the new retirement fund, but of course since 1898 all of the employees who are permanent have to pay five per cent of their salary into the retirement fund.

By Mr. Parent:

Q. Miss Inglis, we find sometimes, as members of Parliament, that many complaints come to us, for instance from employees of the arsenal, to the effect that some of them when laid off are receiving a pension, and others are not receiving any. Do cases of that kind come to your knowledge?—A. I should say not. Will you state explicit cases, Mr. Parent.

Q. Well, I would not like to state explicit cases now. Certain cases have come to my own knowledge in which certain persons think they are affected by the decision of the Commission to the effect that some of them in similar situations have been given pensions, while others have been refused a pension.—A. I think that is not right. You are referring to the administration of the public service retirement act, the so-called Calder Act? Under the Calder Act it is definitely laid down who are eligible for retirement under that Act, and who are not, and I think possibly some of the cases you are speaking of were temporary cases. The Act is not applicable to temporary employees.

Q. Well, I suppose there might be a case like this. I think under the Calder Act if a person has been paid for the last ten years, or five years, or so, at so much a month, this person would be considered as a permanent employee, while another person may have been working in the same building, doing the same work, and been paid every week; this would not be considered a permanent employment, and would have no pension when he retires. Is that the interpretation you give to the Act?—A. No, I would not say that. If the position is a permanent position—if a man is occupying a permanent position, he is eligible for retirement under that Act.

Q. What do you mean by "permanent position"?—A. Permanent position is one in the establishment of a department. It is provided for in the Supply Bill, and it does not change from day to day, you see. There are positions, as you know, or rather employees in the service who are so-called "permanent temporaries."

By Mr. Chevrier:

Q. That is, there are employees in the service who have been there for a long time, who are not permanent, whilst others have been there for a much

shorter time, who occupy a permanent "pigeon-hole," so to speak, because they were assigned to a position that is of a permanent nature?—A. Yes.

Q. In other words, it is the position which determines the permanency, and not the length of time?—A. Not the length of time.

By Mr. Martell:

Q. There are cases where people have been nearly twenty years in the service, and only have two or three years permanency, and for the application of the Calder Act would be counted as really only being two years in the service, while they have actually been there twenty-five?—A. No, if retired, they have retirement allowance for all the time they have been there.

Q. Even where temporary?—A. Yes.

Q. But there are cases where people have been twenty or twenty-five years in the service and have only been regarded as permanent for the last three or four years?—A. Yes.

Mr. SHAW: May I ask a question, Mr. Chairman?

The ACTING CHAIRMAN: Certainly.

By Mr. Shaw:

Q. Could you give us any idea of the so-called Whitley Councils, or departmental councils in England?—A. I am not thoroughly conversant with them, Mr. Shaw,—

Q. Well, can you tell us anything about them?—A. (continuing)—but I do know, of course, something about them, and the point you raised some time ago, I should say is quite correct. They are functioning in an advisory capacity only.

Q. Just the same as they do in industry, is it not?—A. Yes.

Mr. MARTELL: That can be secured? Is there any way we can get any information on that?

Mr. SHAW: Yes, I got my idea from reading the Act.

Mr. MARTELL: You have the English Act?

Mr. SHAW: No, but I saw it some time ago.

Mr. CHEVRIER: In the Library there are a number of publications on the Whitley Council. I do not know to what extent they go, and Union 66 also published a couple of years ago what they called the "News Letter" setting out the workings of the Whitley Council, as setting out their own views, and they have it down as "departmental," "inter-departmental," and it is all worked out that way.

By Mr. Shaw:

Q. I suppose, Miss Inglis—you are an officer in the same association as Major McKeand?—A. Yes, I am second vice-president of the Civil Service Federation, and have been for three years.

By Mr. Chevrier:

Q. Have you anything to say, Miss Inglis, as to the status of women in the civil service—you represent the ladies of the civil service. Have you anything to say on that score?—A. Yes, I would like to say something about that.

Q. If we can improve their conditions, I think the Committee would be gallant enough to make a proper recommendation in that way.—A. The women of the civil service, are, of course, specially anxious for salary revision. As you probably know, most of the smaller positions throughout the service are filled by women, and the salaries are very small. The minimum salary, of

course, is $600 per year. Now, I need not say anything very much about one's ability to live on that. It cannot be done. It is done in Ottawa; that is, people occupy these positions in Ottawa at a salary of $600, but a great many of the people are living at home; they are not self-supporting, for that reason. A very great disadvantage I consider in keeping the salaries as low as they are for the women who are coming into the junior positions, is that the women from outside towns and cities, the women from Halifax and Winnipeg and Vancouver are debarred from coming into the civil service.

Q. There is nothing to prevent them from coming in?—A. Excepting that they cannot live on the money. Of course, as you know, women are occupying higher positions; continuing to occupy higher positions in the service.

By Mr. Martell:

Q. Even getting into Parliament, Miss Inglis?—A. That is so. I may say that women have a great deal to thank the merit system for. You will always find that any group of women civil servants, are standing four-square on the merit system.

By Mr. Brown:

Q. Not afraid of competing with the men?—A. Not afraid of competing with anybody.

By Mr. Martell:

Q. In other words, you think that where a woman occupies a position and does the same work as a man, she ought to receive the same pay as the man?—A. Yes.

Q. Equal pay for equal work?—A. Equal pay for equal work.

By Mr. Chevrier:

Q. Are there any cases of women in the service doing the same work as men, getting lesser pay?—A. That is rather an invidious question, Mr. Chevrier. Generally speaking, I would say that such a thing does occur.

Q. I would be very happy, for one, to have a statement, where the women were doing equal work with men, at a lesser salary?—A. Just here, I would like to say this: in view of the position of women in the civil service and their problems. One must keep in mind that a junior clerk, for example, has not only the difficulty in getting promotion that another junior clerk would have,—that is, the woman has not only the same difficulty as the man, but she also has to break down in her own office the ages-old prejudice against women. I think I am safe in saying that if the women get in a position of any size whatever, she works twice as hard as the men would in that position, to get it.

By Mr. Martell:

Q. What kind of prejudice do you speak of?

By Mr. Chevrier:

Q. Particularly "to get it"?—A. You still hear men say this: "Oh, yes; she is getting $1,000; pretty good salary for a woman." It does not make any difference whether she is a woman or not; the salary should be given for the work that is done.

Q. And you would say very few people would say that about a man?—A. Very few would say that about a man. There is another point in connection with the salaries. I have before me the last civil service bill that passed the House of Representatives on March 4th. I have it here somewhere. It was passed on March 4th. In that bill provision was made for the grading of the American civil service, that is, the Columbia service.

Q. For grading what?—A. For grading the salaries and the positions. It was an Act to provide for the classification of positions within the District of Columbia and within the field service. Now, in that there is—

Q. What section was this, Miss Inglis?—A. Just a moment and I will give it to you—

Q. Oh, that is Section 12?—A. "Clerical Administration and Fiscal Service," that is Section 12. Now, the salaries in that range this way: That is for junior clerical work—I will just read the section.

> "Grade 1. This Service, which may be referred to as the under-clerical grade, shall include all classes of positions, the duties of which are performed under immediate supervision, the simplest routine office work. The rates of compensation for these positions shall be $1,140 to $1,500.

For that same grade of work in our own Canadian Civil Service, the salary is from $600 to $960.

By Mr. Garland:

But there is the bonus?—A. The bonus does not amount to very much. It is $90 on $600 for a single person.

Q. You are not in favour of husbands and wives working in the Civil service, are you?—A. All I can say is that if I had a husband, I would not work in the civil service.

Q. Do you think that that is the prevailing idea among the ladies in the Service?—A. Undoubtedly.

By the Acting Chairman:

Q. Are there many married women in the service?—A. There are some. I took the trouble last year, when assertions were made in connection with married women working in the service, to find out how many there were. I am trusting to my memory, but I can give the facts exactly. I think there were 102, out of about 5,000 employees—

By Mr. Chevrier:

Q. In Ottawa?—A. In Ottawa. That is exclusive of the outside service and postmistresses. That is where you find married women. If I am right in my recollection, I think the number was 102 in Ottawa, and practically all of those were women whose husbands did not support them.

By the Acting Chairman:

Q. Is there any night work done in the service, overtime work?—A. There is considerable night work done, Mr. Hughes.

Q. Would a woman be as willing to come back in the evening as a man in the rush seasons?—A. I should say yes; I have never had any difficulty in getting them to come back.

By Mr. Chevrier:

Q. Has that not been done often and to a large extent in connection with the Victory loans, in the Finance department?—A. Yes, in the Finance department you will find women who are doing responsible work and who have no hesitation at all in coming back in the evenings to do their work. I think you will find that those who are in charge of stenographers have no difficulty in getting the stenographers to come back.

Q. During the war the staffs all worked over-time, ladies and gentlemen?—A. Yes.

By the Acting Chairman:

Q. Is there any additional pay for that ?—A. No, we are not expected to receive additional pay because, while we have stated hours to work, we work when we are asked to work. But during the war, for a certain length of time, I understand, for some extra work that was done at night in the Finance Department there was a small remuneration.

By Mr. Malcolm:

Q. I was absent for a moment when you were dealing with the question of superannuation. You have been studying this question during your work in connection with the Civil Service Commission?—A. Yes.

Q. What is your opinion of superannuation legislation as a result of your studies? Would you mind repeating your evidence?—A. Well—

Q. What conclusions have you come to as the result of your study of the subject?—A. The conclusions I have come to as the result of my own particular work is that not until we have a comprehensive measure of superannuation can we really have an efficient civil service.

Q. What do you mean by a comprehensive measure?—A. A comprehensive measure of superannuation would include practically all civil servants, and would make a provision for a retiring allowance for all civil servants.

Q. What is your opinion of the option to the civil servants who are under the retirement fund, as created in 1898 by Mr. Fielding and the late Sir Richard Cartwright? Do you think that they should be given the option of coming in, or do you think that they should be forced in?—A. To a certain extent I think they should be forced in. One difficulty that superannuation measures have encountered not only in our own service but in the civil services of other countries has been that too much lee-way has been given. There are men in our own service who took the option in 1898 of coming under the Retirement Act, and now they come and want to be put under the old Superannuation Act. Unfortunately, when people are young they come into the service thinking that perhaps they will not stay, and they do not want to be bothered with superannuation; therefore, they would rather get something like the retirement fund that they could take from.

Q. You surely do not mean to say that in the case of a man like our secretary here, who has a lot of money coming to him under the retirement fund, should at his age take superannuation and let all his money go?—A. No. In that connection, I pointed out earlier that in considering any superannuation measure it would have to provide for the people who are old now in the service; it would have to provide for the people who are fairly young, and also for the new-comers. The fact that we have had and still have a Public Service Retirement Act which permits a man to take a retiring allowance and also to receive the amount of his gratuity under the retirement fund means that if that were cut off to-morrow, the people who are fifty-five, sixty or sixty-five and who do not go out before that is cut off will have a grievance if they are forced into another fund where they would lose that amount.

Q. What is your view as to the option to new-comers to the Service? —A. I do not think there should be any opinion at all. I think they should all be put under superannuation.

Q. You would not be treating young girls fairly, who intended to go into the service and work until they get married?—A. We all intend to do that. You will find, Mr. Chairman, that most of the schemes that are put forward in connection with superannuation make provision for return of contributions: and just here I would like to say that that is the thing that the women will watch very carefully. Practically all the superannuation schemes that are put forth by one group of civil servants and another, make provision not only

for a retiring allowance for a man, should he live to enjoy retirement, but also, if he should die either at retirement age or just before retirement, for the widow and children. That will increase the cost of the retirement measure very appreciably. The women of the service think that they should not be asked to pay for that. When I say that women in the service should not be asked to pay for that, of course, if a widow is in the service, and has a family she can be placed on the same basis as a man; but the unmarried women in the service, and of course, the women of the service are unmarried, think they should pay a smaller contribution because they are going to receive smaller emoluments.

Q. Then your idea is compulsory application of the legislation with a return of contribution?—A. Yes.

Q. Your idea is that it should provide for the widow of the civil servant who dies shortly after he comes under the fund, but that single women should not come under the same rate, as single men, for the reason that they are never going to leave dependents?—A. Yes.

Q. That is your interpretation?—A. Yes.

Q. A preferential rate for those who will not leave dependents?—A. Yes.

By Mr. Chevrier:

Q. Has your association considered the Power Bill?—A. Yes.

Q. What are your association's views on that bill?—A. The Power Bill we consider a very good one as a basis for superannuation.

Q. Do you not think it is rather expensive, when it comes down, for instance, to the amount that is to be left to the widow; that she is to get one-half of what her husband got, and $100 per child until the child gets to the age of eighteen?—A. Yes, it would seem rather expensive, except that I know that that is done by all the banks in the country.

Q. Of course the idea would be to get it on an actuarially sound basis?—A. Actuarially sound. That is one thing we ask, that it should be placed on an actuarially sound basis.

Q. It would take considerable money to start that fund on that basis? —A. I do not think it would take such a great deal of money to start that fund.

Q. I say that, because certain representations have been made to me with reference to the Power Bill, that it would be very acceptable if the widow were to get one-half of what her husband got, provided it did not extend the sum of $600 a year. These are details that could be worked out?—A. That is to say, a minimum—

Q. A maximum.—A. A maximum. They set a maximum in the States which I do not think is good.

By Mr. Malcolm:

Q. Have you any other outstanding suggestions to offer with regard to superannuation legislation?—A. I do not know. We have covered the point as regards employees who are just about superannuation age. At present, there are practically between 1,800 and 2,000 employees who are sixty years of age, and if they were forced into a large measure of superannuation and were forced to pay their contributions out of the retirement fund into that, they more or less have a grievance, because those employees for the last two and a half years, or at least the same class of employees, have gone out on the superannuation allowance.

Q. You are in favour of an option to those employees?—A. Yes, decidedly. Another thing we ask for is a definite age of retirement, and a sliding scale of probably a couple of years.

Q. You do not agree that some men and women are as well able to work at sixty-five as at sixty? You disregarded that physical factor?—A. I think, regarding that factor, that it has been responsible for over-manning the service to a certain extent.

Q. That is, if you leave to the employees' judgment the question of his ability to continue, but you could have it settled by a medical board of supervision?—A. That is something that has come out very nicely in connection with the application of the Calder Act. The Civil Service Commission has been more or less a court of appeal, and one of the points to be borne in mind, in dealing with superannuation, is that where an employee can bring his case to a court of appeal, composed as you will, he feels that he has been given a square deal.

By Mr. Shaw:

Q. To change the subject for a moment, can you tell me how many women there are in the Service?—A. I cannot give you a definite estimate, but I will give you an approximation—about 6,000.

By Mr. Chevrier:

Q. Six thousand out of Ottawa?—A. Out of Ottawa.

Q. Out of how many civil servants?—A. Between 12,000 and 13,000.

By Mr. Shaw:

Q. You say that the women stand four-square on the merit principle? —A. Yes.

Q. What would you say of their attitude on the principle of an independent body to administer the provisions of the Act?—A. Well, of course, the women are always keen to get their case before any independent body.

Q. How many women would there be in the service, approximately who secure a salary of $2,400 a year?—A. Very few.

Q. What is the reason for that, Miss Inglis?—A. One reason is what I would call the prejudice that I referred to earlier.

By Mr. Chevrier:

Q. And is another reason not that they get married before they get to that salary?—A. Some of us do.

By Mr. Shaw:

Q. Do you not think, Miss Inglis, that the principle of an independent body administering the provisions of the Act, with that body, women are more likely to overcome that prejudice and secure positions to which they are entitled than they otherwise might in competition?—A. Yes, I do.

By the Chairman:

Q. Miss Inglis, you do not assert that the reason there are not more women in the technical positions is on account of prejudice?—A. Yes, I do.

Q. Do you mean to tell me there are any women engineers at all who have ever made application for the Civil Service of Canada?—A. Choose something besides that.

Q. I am making my own point. Do you say there has ever been a woman engineer, applying for a technical position?—A. No, I do not know of any.

Q. Do you know of any expert electricians?—A. No, I do not.

Q. Has there ever been a woman lawyer apply for a position? Has there ever been a woman doctor?—A. Yes.

Q. How many times?—A. One of our highest paid women in the service is a doctor.

Q. I think you will have to admit that in the technical branches of the service not five per cent of the applicants have been women, and that is the reason there are not so many women in the technical positions, that it is not prejudice, but it is because the women have not applied for the positions, they have not taken these particular courses in their educational work which has made it possible for them to apply.—A. Yes that is true, because, of course,—lately it is only lately that women have qualified for that. That is in the technical positions.

Q. They have not been applicants in the past?—A. No.

By Mr. McBride:

Q. Prejudice has prevented them qualifying?—A. Yes.

Mr. MARTELL: Women have been admitted to the Bar of Ontario for the past thirty years.

The CHAIRMAN: The fact remains that the technical positions filled by the Dominion Government service have not had women as applicants.

Mr. MARTELL: I quite agree with what you say.

The CHAIRMAN: I do not think there has ever been any real prejudice against women.

By Mr. Shaw:

Q. Miss Inglis, with regard to the position of principal clerk, for instance, are there many of those occupied by women in the Service to-day?—A. Not a great many.

Q. I suppose as time goes on, provided this prejudice of which you speak is removed, women will more and more fill these positions?—A. The prejudice I refer to affect the women in higher positions, and would apply more in the matter of promotion. You know it is an old story in the civil service that some of the women in the service have trained the men who are occupying the higher positions. I do not want to touch on this matter in a disagreeable manner at all, but it is actually a fact, it has obtained in the business world, and it has obtained in the service. We are getting away from it, the war, as you know, broke that down to a very great extent, because during the war the women showed up what they could do and they are still showing what they can do in executive positions. There is another thing; there are a great many positions, higher positions in the Immigration department, there are many technical positions in the Agricultural department, such as botanist, assistant botanist, and then there are others of that description.

By the Chairman:

Q. Miss Inglis, I do not like you to use that word, "prejudice." Do you not think that word should be, "principle." I have no prejudice, but I have certain principles. I have a principle in my mind that a woman's primary object is not in the industrial field. As a secondary object it may be quite applicable, and I have great admiration for the executive ability of women. It has been proven to me by my own staff, but I believe in the principle that a girl is wiser to rule and make a home than to stay in the industrial world if she has the opportunity; I think it is a principle, not a prejudice.

Mr. CHEVRIER: If there is a question of prejudice, or an antagonistic feeling to women being promoted in the service, then I think that the change should be made, and that nobody should be precluded from legitimate promotion.

The CHAIRMAN: No, I do not think so either.

Mr. CHEVRIER: If that is so, I for one would very much like to put it before the Committee, with a view of changing that state of affairs if it does exist. I do not know whether it does or not, but if it does, I think it should be removed and everybody should have a fair trial, and there should be fair competition and remuneration for the same work, the same remuneration for the same work.

Mr. SHAW: I think there is not very much difference, Mr. Chairman, I think perhaps your principle and the witness's prejudice is substantially the same.

The WITNESS: We may call it prejudice or principle, it is probably more a custom.

By Mr. Martell:

Q. Is it not the case where some young ladies in the service get a very good salary, that they hesitate to marry a poor man earning less money?—A. I would only suggest that no man who is earning less money should put up such a proposition as that, unless with the expectation of being refused.

By Mr. Parent:

Q. Do you know of any specific case where a young lady who was entitled to being promoted had not been promoted as she ought to have been, in your own experience?—A. I could cite you cases, but I prefer not to do it.

Mr. MARTELL: She does not want to make the charge, she is only trying to tell us that there is that feeling in the civil service.

Mr. PARENT: I know a point myself.

The WITNESS: I will say this, that when I came into the service in 1904, we were then under what was known as the old patronage system.

By Mr. Chevrier:

Q. You were under the Act of 1908?—A. No, I came in 1904.

Mr. CHEVRIER: I object to the word patronage; I never use it.

By Mr. Parent:

Q. What does happen, Miss Inglis, when a young lady wants to be promoted; what is the procedure followed.—A. At the present time?

Q. Yes.—A. Of course, when a vacancy occurs in a department—.

Q. No, from the class she is now in to a higher one.—A. From a class she is now in?

Q. Not in the city of Ottawa, say a young lady employed in the immigration building in Quebec city, in the capacity of junior clerk stenographer, who wants to go to a higher position.—A. If she wants to go to a higher position—she has to be given higher duties, and that higher position has to be there and it has to be vacant before she can be given it, and then, of course, an application is made to the Civil Service Commission for that promotion; not necessarily for her promotion, but to fill that vacancy. The Civil Service Commission asks the department to make a recommendation in connection with the promotion of officers within the department.

Q. The case I have in mind, is that of a young lady who contends that she is filling the position of senior clerk stenographer and is given only the rating of a junior clerk. She has applied to the Civil Service Commission, and apparently they have sent a man there who is not so qualified as she is, to have her pass an examination and report to the Commission. Do you think such cases

have ever happened where a man has been sent to judge the work she was called upon to perform, and the man sent down was not as capable as the woman.

The CHAIRMAN: Was he a returned man?

Mr. PARENT: I do not know.

The CHAIRMAN: That may have been on account of his preference.

The WITNESS: This man was sent down to occupy the position?

By Mr. Parent:

Q. No, to classify it.—A. I think not.

Q. This man was apparently not qualified to report, and the girl was apparently more qualified.—A. That is, an officer was sent to investigate?

Q. Yes.—A. I would not be in a position to say anything about that; I would not have it at first hand.

By Mr. Martell:

Q. Is it not a fact that when certain positions are thrown open, that women have the right to apply the same as men, for that promotion in that competition? —A. Yes.

Q. So there would not be any prejudice there, would there?—A. There are various ratings, you see.

Q. According to that, then, the examiners or the raters would rate on the grounds of prejudice?—A. You see, the departmental officers make a rating there. That is just where the women in the service would hope so much from councils of one kind or another.

By the Chairman:

Q. You favour the council idea?—A. Yes, sir.

The CHAIRMAN: Are there any members of the Committee who wish to ask further questions of this witness?

Mr. Blue, the reporter of this Committee, wishes to present the case generally, regarding the standing of the Committee Reporters, and I think it is more with regard to rates of remuneration than classification. It will only take us a few moments to hear him, and he would like to be heard this evening if we have time.

Mr. CHEVRIER: I move that Mr. Blue be heard.

Mr. MARTELL: I will second that.

The CHAIRMAN: Carried.

CHARLES S. BLUE, a witness, called.

By the Chairman:

Q. Mr. Blue, you wish to make a statement to the Committee relative to the case of the Committee Reporters, do you not?—A. I had that intention.

Q. Would you like to give your evidence now?—A. I would prefer to have a little time to prepare it.

The CHAIRMAN: If Mr. Blue does not wish to give his evidence, gentlemen, that is all we have to do this evening. We will adjourn, I think, until Tuesday following the vacation.

The Committee adjourned.

TUESDAY, April 10, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m. Hon. Mr. Marcil in the Chair.

The ACTING CHAIRMAN: I have a telegram from the Chairman stating that he is unable to be here this morning, but that he will be present to-morrow morning, and asking me to act in his place.

Some Hon. MEMBERS: Carried.

The ACTING CHAIRMAN: I understand that Mr. Mountain is the first witness this morning.

GEORGE A. MOUNTAIN called, sworn and examined.

By the Acting Chairman:

Q. What is your name?—A. George Alphonse Mountain.

Q. What is your position?—A. I am Chief Engineer of the Board of Railway Commissioners for Canada, and I am president of the Professional Institute of the Civil Service for this year.

By Mr. Martell:

Q. What branches of professional work in the service does that embrace?—A. Perhaps I may read this statement.

> "The Professional Institute of the Civil Service of Canada was formed in 1920 to promote the welfare of its members, to maintain high professional standards and to embrace the usefulness of the service to the public.
>
> "The Institute is filling the need for an organization to bring into closer association the scattered groups of scientific men in the service and represent their views before the Civil Service Commission and the Government. Our organization now numbers 918 members from all parts of Canada, in 29 professional groups and 7 regional groups. The majority of the members are resident in Ottawa. The Institute is governed by an elective executive and an advisory council composed of representatives elected from the different groups."

Associated with me, as the immediate past president, is Doctor J. M. Swaine, Associate Dominion Entomologist.

Q. Does the Institute embrace lawyers?—A. If you will look at page 11 of the By-laws, a copy of which I herewith submit, you will see the list.

ENGINEERING GROUPS

1. Chemical, Mining, Metallurgical Engineers.
2. Dominion Land Surveyors.
3. Electrical and Hydro-Electric Engineers.
4. Geodetic Engineers.
5. Hydraulic and Hydrometric Engineers.
6. Hydrographic Engineers.
7. Marine Department Engineers.
8. Patent Examiners.
9. Public Works Engineers.
10. Railway and Highway Engineers.
11. Reclamation Engineers.
12. Structural and Mechanical Engineers.

13. Survey Engineers (Office Group).
14. Topographical Engineers.
15. Canal Engineers.
16. Natural Resources Engineers.

"SCIENTIFIC AND TECHNOLOGICAL GROUPS

1. Agriculturists.
2. Architects.
3. Astronomers.
4. Biologists and Anthropologists.
5. Chemists.
6. Statisticians Economists and Actuaries.
7. Foresters.
8. Geologists.
9. Meteorologists.
10. Physicians.
11. Physicists.
12. Veterinarians.
13. Law Clerks.
14. Editors."

By Mr. Rinfret:

Q. Are there any of those groups who are not appointed by the Civil Service Commission?—A. No.

Q. They are all appointed by the Commission?—A. Yes. I have here a list of the officers of the various groups.

"EXECUTIVE OF THE PROFESSIONAL INSTITUTE OF THE CIVIL SERVICE OF CANADA, 1923.

President.—Mr. Geo. A. Mountain, Chief Engineer, Railway Commission.

First Vice-President.—Mr. R. H. Coats, Dominion Statistician.

Second Vice-President.—Mr. G. B. Dodge Topographical Surveys, Dept. of the Interior.

Third Vice-President.—Dr. T. L. Tanton, Geological Survey, Victoria Museum.

Hon. Secretary Treasurer.—Mr. S. J. Cook, Dominion Bureau of Statistics.

Editor of the Bulletin.—Mr. John Dixon, Natural Resources Intelligence Branch, Department of the Interior.

Ex-officio Member.—Dr. J. M. Swaine, Entomological Branch, Department of Agriculture.

Committee.—Mr. W. D. Cromarty, Parks Br., Department Interior; Mr. M. B. Davis, Experimental Farm, Ottawa; Mr. Gordon Grant, Department of Railways and Canals; Mr. R. M. Motherwell, Dominion Observatory; Mr. F. G. Smith, Department of Public Works; Dr. E. A. Watson, Biological Laboratory, Ottawa.

Regional Vice-Presidents.—Maritime, Mr. A. R. Crookshank, St. John, N.B.; Quebec, Col. A. E. Dubuc, D.S.O., Montreal, Que.; Ontario, Col. H. T. Lamb, Toronto, Ont.; Manitoba, Mr. J. E. St. Laurent, Department Public Works; Alberta, Vacant; British Columbia, Vacant."

By the Acting Chairman:

Q. Have you any statement prepared?—A. Yes sir, the Institute has taken up this work very actively. There are several matters that are very important to them, in the service, and we have different committees appointed. For instance, we have a committee on constitution, membership, re-classification and legislation. I had the honour, last year, when I was second vice-president of this Institute, to be Chairman of the committee on legislation, which took up the question of superannuation before presenting it to the Government.

This year that was handed over to Dr. Coats, who succeeded me as first vice-president when I went into the chair. Owing to ill-health, he asked to be allowed to be relieved of it temporarily and I resumed that work, so that I am still Chairman of the committee on legislation. I have a little statement here that I would like to put before you, and I am ready to answer any questions upon it. It is intended to put the views of the Institute in a few direct words.

"The opinion of the Professional Institute with regard to appointments has been very clearly expressed at different times in the meetings of the council and the executive. Within the last two weeks a definite statement with regard to this matter was obtained from the different professional groups of the Institute and the following statement will express the almost unanimous opinion of our members. We are unreservedly opposed to the introduction of patronage in any form in dealing with positions in the civil service. We are not all of us entirely satisfied with the present method of making appointments, but we unquestionably prefer to have the technical service remain under the Civil Service Commission and we would rather have the present system continue without change than to have the service again exposed to that enemy of efficiency—patronage. We feel that improvements in the present system could probably be made, although we are not prepared to define them. We should prefer to see the closest co-operation between the Civil Service Commission and the Government departments so that the deputy minister's intimate knowledge of his department might be utilized most completely and very particularly so that appointments and promotions might be dealt with more rapidly. The complaints that we hear most commonly in connection with appointments refers to the length of time consumed in dealing with them.

"We wish to express our appreciation of the Board of Hearing and we hope that in some efficient form it may be continued as a permanent part of the organization of the Civil Service Commission."

This was not done at all hurriedly. We had known for some time, when the Committee was formed, that we would likely be called, but in fact all we saw of it was what we saw in the newspapers.

We hold a monthly meeting of the Institute on the first Monday in every month. The following Tuesday night we hold a meeting of our advisory council, when the minutes of the executive are all ready to present to the advisory council.

We have had two meetings in that time and at the first meeting we called the attention of the members to the fact that we might be asked to appear, or summoned before this Committee to give some information and we asked the groups—that is these men who are members of each different group that I have outlined to get their members together and express their opinion. That opinion was given us at the last advisory council meeting. That would be last Tuesday night, the first Tuesday in the month, and that is the outcome of their views that I have presented.

The ACTING CHAIRMAN: Any questions from this witness?

By Mr. Chevrier:

Q. Mr. Mountain, you say that your association would rather have the present system continued without change, than to have the service exposed again to that enemy of efficiency, patronage. In what way would the service be exposed to the enemy of efficiency and patronage, if the appointments to the technical and professional positions were taken away from the Civil Service

Commission and left in the hands of the deputy minister, provided that in cases of promotion the deputy minister would not be at liberty to go outside of his department to select somebody when there would be somebody in line for promotion?—A. Well, of course that is qualifying it in some way, but there is this point about it: I personally have not had very much experience, but I know the views of the Institute and I have some views on it myself which I am willing to give.

I do not know whether I am working under a deputy minister; I am under a Commission, and I occupy the same position now as when I entered the government service. Again speaking personally, I would not want any deputy minister to say—nor do I think any deputy minister in the service to-day—I know them all,—would be efficient to say whether I was competent to be Chief Engineer of the Board of Railway Commissioners or not. That is one point.

Q. Just there, who would you say would be competent to decide whether you are or not?—A. The Board of Examiners.

Q. What Board of Examiners?—A. I would say the Civil Service Commission Board of Examiners.

Q. Provided that the Civil Service Commission had a Board of Examiners capable of passing upon your qualifications.—A. Yes.

Q. Are you prepared to say that if that decision was left in the hands of an advisory board selected by the Civil Service Commission and in no way responsible to anybody at all but giving expression to their own individual views in the selection of officers, it would be one capable of choosing you for instance without any tinge of patronage? In other words, Mr. Mountain, would you be satisfied to let three engineers selected by the Civil Service Commission, select a chief engineer of the Railway Board?—A. Well, I do not know whether you would name three or not, but I would be prepared certainly to stand the views of say the prominent members of the Engineering Institute of Canada, if they were appointed by the Civil Service Commission to say whether I was competent or not.

Q. Now then on that score—because you make the statement that you want to do away with the enemy of efficiency, namely patronage?—A. No, I think they said that they did not want to return to it.

Q. Now in order to keep away from that, do you think it is a safe course to leave the appointment of highly qualified men to outside professors and men not in any way connected with the Commission, nor responsible to Government, to select men, exercising their own feelings towards candidates?—A. Well now, Mr. Chevrier, I will answer that in this way, probably going a little deeper into it. When I was in the Canada Atlantic Service, as Chief Engineer, there were questions asked me, if I remember correctly by the Civil Service Commission, when it was first formed, I think, and they evidently had certain men for examination, and I presume that I was not the only one that received their questionnaires. They were confidential, but as far as I was concerned, they could use the statement I made in any way they liked. I presume they thought I was a fairly prominent man, a past president of the Engineering Institute of Canada, and I presume these examiners took it that I knew most of the engineers of Canada, and they asked me what were the qualifications of these men for the positions they were being put in. I gave them, to the best of my knowledge, their capacity as engineers.

Now that to my mind is one of the proper ways to do it, and I would think the Civil Service Commission probably do a considerable amount of their work in that way, getting information from those men who, in their opinion, are best able to advise them.

Q. Now Mr. Mountain, do you know whether the Civil Service Commission invariably accepts the recommendations of the advisory board?—A. What do you mean, Mr. Chevrier?

Q. I mean for the selection of a man to fill a technical position?—A. In the cases I am referring to?

Q. Yes.—A. Whether they accept the man they ask about?

Q. No, I said the Civil Service Commission, who derive considerable information from the use of these advisory boards. I agree with that. But the Civil Service Commission is not there to get information, it is there, under the present law, to make an appointment. Do you know whether the Civil Service Commission always accepts the recommendation of the advisory board?—A. No, I do not know that.

Q. All right, we will leave that out; we cannot follow that line of investigation. Supposing the department required a traffic manager, or required a highly qualified technical man, a chemist for instance, and a number of applications were received, and they would select an advisory board composed of three eminent college professors, and that in that number there were a certain proportion of students from the various universities, do you think the gentlemen who were on the board, if there happened to be two from the same university would not rather favour these gentlemen from their own university, or if there happened to be friendly relations between them, that they would not favour recommending such applicants perhaps before others better qualified; in other words, do you think an advisory board is free from every kind of influence? —A. Do you mean a technical examining advisory board?

Q. Yes. A. I think they would be free from any influence. What difference could it make to them which man was appointed?

Q. You say the deputy minister might use political influence?—A. No, sir, I did not say a deputy minister might use political influence.

Q. In this case what would it be?—A. I simply said patronage; I did not say political influence.

Q. Let us understand it. You say the deputy minister might make use of patronage. What is patronage?—A. May I use my own office as an illustration?

Q. Certainly.—A. I have on my staff an assistant chief engineer, three division engineers and an electrical engineer. I might be retired, or die, and I would feel that after years of faithful service given to me by my assistant chief engineer that he was entitled to the position. If the deputy minister had the appointment, he might have a man who was an intimate friend or a cousin.

Q. There is a man in line for promotion, to replace you?—A. Yes.

Q. If you were to die, that man would be in the direct line of promotion?—A. Yes.

You say that if it was left to the deputy minister, he might go outside and get somebody else in your place?—A. Yes.

Q. Or take an inferior man, not in line for promotion, and put him in your place?—A. Yes.

Q. That was possible under Section 21 of the Act of 1918?—A. Yes.

Q. Suppose we changed that Act and said that promotions should only be made by merit and that the deputy minister should not be at liberty to go outside and select a man for promotion until he could satisfy somebody that there was nobdy in line for promotion; how would that strike you?—A. It seems to me that that is not very much different from the way they are working now; but I would like to qualify that, Mr. Chevrier. This is the point I want to

make. He is an absolute Czar, if he wants to be, under the condition that he has the say as to who shall get the appointment.

Q. No, the law is that promotion must be by merit; the only loophole there was in the Act was in the words "otherwise peculiarly" and if the deputy minister said that someone was "otherwise peculiarly" qualified for the position, he could go outside and select someone who was not in line for promotion?—A. I did not quite get that, Mr. Chevrier.

Q. If the deputy minister said there was somebody otherwise peculiarly qualified he could go outside?—A. But what would a deputy minister know as to my ability to be a chief engineer or an assistant chief engineer?

Q. Are you responsible to any body?—A. To the Commission, I think.

Q. Whom do you mean?—A. There are six Commissioners, and I report to them all.

Q. You are responsible to the Commissioners?—A. Yes. I do not know what deputy head we have down there. I understand they are constituted as a body.

Q. The constitution of your staff is widely different from the constitution of other departments; yours is a Commission, a Board?—A. A Board.

Q. It bears very little resemblance to the usual working out of the fifteen or sixteen other departments; your organization is on a different footing?—A. Well, somewhat. Of course we are under the Civil Service Act.

Q. Yes. I do not want to go all over the place, I want to get a point where we can start to argue. It seems to me that what applies to the organization of your department does not apply to the Railways and Canals say, or Trade and Commerce, or the Justice Department; am I right in assuming that?—A. Yes You must bear in mind that I am only acting here for the technical men.

Mr. CHEVRIER: I appreciate that.

By Mr. Shaw:

Q. And, I suppose, regardless of any department?—A. Yes.

Q. For the technical men of all departments?—A. Yes.

By Mr. Chevrier:

Q. But we have to get down to some working basis. The deputy minister is responsible to the minister?—A. Yes.

Q. Have you anybody who corresponds with that in your organization?—A. I think the Board are responsible; there must be a minister over them, because their report must be tabled by the minister.

Q. Well, I am not giving the evidence. A. I will endeavour to assist you in any way I can, Mr. Chevrier.

Q. Let us take the appointments, and leave promotions alone. Do you believe that for the election of a technical man the present system of an advisory board is superior to the system where a deputy minister can select his own men, subject to a certificate of fitness from the Civil Service Commission?—A. In my opinion, yes, absolutely.

Q. What do you base that on?—A. I think a deputy minister might very properly and without any hesitation be biased.

Q. You say that he might be biased very properly?—A. He might be influenced by friendliness. You cannot get away from that.

Q. You say a deputy minister might be biased by friendliness?—A. Yes; you cannot get away from that.

Q. Have you known of any case where he was biased by friendliness?—A. No. I said he might. There is a danger.

Q. An advisory board is composed of men not responsible to anybody?—A. I suppose they are responsible to the Civil Service Commission.

Mr. CHEVRIER: No, they are not responsible to anybody; I am telling you that they are not.

Mr. SHAW: If Mr. Chevrier is going to state it at all, he should state it accurately to the witness. The Civil Service Commission call in a body of men whom they think are particularly qualified for the business they have before them, and are asked to make their recommendation, and the Commission is responsible for the appointment.

Mr. MARTELL: I submit that Mr. Shaw is not giving evidence. Mr. Chevrier has the witness.

Mr. SHAW: But I think Mr. Chevrier should state to the witness the exact situation.

Mr. CHEVRIER: I have done so, and what Mr. Shaw says now sheds absolutely no light on the situation at all.

Mr. SHAW: I am very thankful for that, Mr. Chevrier.

By Mr. Chevrier:

Q. The Civil Service Commission appoint the different men, and the Board makes the recommendations?—A. Yes.

Q. On those recommendations the Civil Service Commission acts?—A. Yes.

Q. That Board is paid by nobody, that Board is not responsible to anybody, if they make a bad appointment they get away with it?—A. But they make a recommendation first.

Q. That is what I say, that they are not responsible to anybody. Now then, do you think that if a deputy minister may be moved by friendliness, an advisory board may not also be moved by friendliness?—A. No, not a body of that kind. If the advisory council, in the case of an engineer, which I am more familiar with, were to ask a body of engineers, they are not going to say that a man who is not a good man is appointed by the Civil Service Commission, if they know it. Their reputation is at stake. They are not influenced personally by friendliness, or any of that kind of thing.

Q. All right, we will leave it at that. You also say you feel improvements in the present system could probably be made, though you are not prepared to define them. If you make the first allegation I would like to have something definite as to the next one.—A. In that matter the institute, Mr. Chairman, were not asked their opinion and I do not know whether they feel particularly competent to give it, but if we were asked, we would certainly make a try of it. I am representing a big body and I would want to get their views, but if there is any way we can give assistance in this, the Institute will do it.

Q. Then you say you would like to see closer co-operation so that the deputy minister's intimate knowledge of his department might be utilized more completely. That means that his intimate knowledge is not used very completely?—A. I quite agree that the deputy—

Q. Most completely. That means it is not being used 100 per cent.—A. I could not say that really, but what I had in mind, and what I think the Institute had in mind was that we realize that the deputy head has responsibilities of his department and his knowledge of what he requires should be maintained—

Q. You say "maintained"?—A. As far as possible, except that he must not be a czar, and say "that is the man".

Q. You say he must not be a czar. Is there any deputy minister that you know of that is a czar?—A. I am only saying what might happen.

Q. So that this legislation is all for the purpose of what might happen?—A. I think it is working well.

Q. These suggestions you make are always for the future?—A. It is probably largely so. Our ideas are that they should keep in touch. The deputy has a very important position.

Q. In conclusion, the deputy minister's intimate knowledge of his department is not, under the present system, being made 100 per cent use of?—A. I would not say that.

Q. Then I do not understand the King's English.—A. We suggest it be utilized most completely, very particularly, so that promotions and appointments might be dealt with.

Q. In what way?—A. I simply stated that it was the idea that they were not being used most completely. I do not know whether they are or not, but if they are not, they should be.

Q. We are here to investigate that, and who is in position to say that his intimate knowledge is not being used completely and would give us the method whereby it could be used completely?—A. I should say the deputy.

Q. We will leave that with the deputy minister.—A. I should say so. His knowledge is not being used completely; I should say so.

Q. I understand you have a superannuation?—A. Yes.

Mr. CHEVRIER: We will not go into that at the present.

By Mr. Rinfret:

Q. Did I understand the witness to say that he considered or his association considers that the deputy minister is less competent to decide a technical appointment than the Civil Service Commission is?—A. I do not know whether I said that on behalf of the Institute. Mr. Chevrier permitted me to answer two or three questions on my personal views. That is my personal view as a technical officer of forty-three years' standing.

Q. Does he consider the deputy minister is less competent to decide the business of his own department than the Civil Service Commission would be, the business of all departments combined?—A. I would confine it to technical positions. I do not think there is any deputy minister in the service, and I know them all intimately, that is competent to say, according to his own ideas, whether I am competent to be a chief engineer in the Government service or not.

Q. Who is?—A. I would say the Commissioners, because they can get that information.

Q. Because they can get that information?—A. I should think so.

Q. Where would they get it?—A. From the Engineering Institute of Canada.

Q. Why could not the deputy minister secure the same information from the same source?—A. To me, that does not necessarily mean he might take it.

Q. What is the inference, that the Civil Service Commission might take it and the deputy minister would not?—A. The deputy minister may have some friends in that department.

Q. Does that inference mean the Civil Service Commission have no friends? —A. I do not think there is any particular reason to state that. It might be that the deputy would be biased in his own department. You could not get away from the fact, if there were two men up for a position and I was friendly towards one, I would show my feeling towards that man.

By Mr. Chevrier:

Q. You surely do not want to make that statement: that having a position open in your department, and having two men there, that you would disregard the one who was qualified in favour of a friend of yours who was not in any way qualified, simply because he was your friend?—A. What I did say was if the two men were very similar, I might take the one, even if he were a little

less qualified, than the other. I would be biased, properly biased, by human nature.

By Mr. Rinfret:

Q. If I understand the witness well, you pretend if you were a deputy minister you would be biased, but if you were a Commissioner you would not be?—A. What would be the object? That man is not going to work for the Commissioner. The Commission is not employing that man, of course. The deputy is there in the department. He is the man who is employing him, and he may be biased, and the deputy is the head of the department.

By Mr. Martell:

Q. Take a case, for instance, in the Department of Justice, where the deputy minister of Justice is an outstanding man in the legal profession, do not you think that these men are better qualified to select lawyers to work in that department than the Civil Service Commission would be?—A. You are getting out of the department that the Institute is interested in. The Institute is not interested in the Justice Deparment.

Q. Is it interested in lawyers?—A. I do not think lawyers come under the heading of professionals. I do not think any of the lawyers in the Justice Department are in it.

By Mr. Chevrier:

Q. Are you speaking now in your own name when you make these assertions, or in the name of the Technical Institute?—A. Those are the views that I got from the Technical Institute. I have emphasized them, because I had to use my own case, where I gave you my personal opinion. This is the vast majority, as I stated in my opening, of the opinions expressed. There may be odd dissenting views in 918 members, but it is the vast overwhelming majority at two meetings of the advisory councils, who represent those groups, the statements I have given you.

By Mr. Rinfret:

Q. The witness has said that the only difference he can see between the deputy minister making the appointment and the Civil Service Commission making the appointment, after both would be advised by a board, that the deputy minister would be moved by friendly motives, while the Commissioner would not.—A. I said he might.

Q. Is that the only reason that the witness thinks the association had to proclaim with solemnity that they are in favour of the present system continuing?—A. The probability that some deputy minister might be moved by friendly motives—I would not put it all to that.

Q. I think we have boiled it down pretty well to that.—A. I will put it otherwise. We know how the civil service have acted. I know personally how it has worked, because I have been one man whom these questionnaires have been asked of. I have never heard a deputy ask anybody outside about whether a man should be promoted to a position. We realize, and I am satisfied the Institute realizes—I have no hesitation in saying this—that it may not be in the deputy's hands. It may be his instructions. He is not free.

Q. What would you mean by that?—A. I mean the minister may ask for it.

By Mr. Chevrier:

Q. Did I understand you to say you had already sat on one of these boards?—A. No, I got one of these printed forms from the Civil Service Commission.

Q. You answered the questionnaires?—A. Yes.

Q. For what purpose?—A. For the purpose of appointing an engineer to the department. I gave a full record.

Q. You were not moved by any friendly spirit?—A. Not the slightest.

Q. Though had you been a deputy minister the probability is that you might have been moved by a friendly spirit?—A. My pride would be in seeing that a good man was put in.

Q. And the deputy minister would have put in an improper official?—A. I did not say that. You asked me why I was unbiased.

By Mr. Rinfret:

Q. The witness stated that the deputy minister himself might be moved by the minister of the department?—A. Yes.

Q. Do you consider that in the case of a commissioner he may not be moved by the party or the man who appointed him in previous years? It seems to me that the witness wants us to understand that the deputy minister is very humane and the commissioner is not?—A. The difference is this: the commissioner is not administering the department. He does not know two or three of these men, except from their professional ability. I am speaking of technical positions. I do not wish to make my assertions for the association at large. I am not interested in the Civil Service Association or the Civil Service Federation. I am only speaking of the Technical Institute, and I am certain I am voicing the views of the majority of its members when I say they would not consider a deputy minister—they may consider their present deputy, but there are some deputies who have sufficient technical knowledge and are as perfectly capable as well as anybody else, of appointing a man to a technical position, but they are not all. Once the Commissioners have made the appointment,—and I presume they are fair, honest men, and are going to give the service, like any fair, honest man will, due worth for the money that is paid them, they are going to turn over a man who is competent to fill that position in his technical capacity.

Q. Did you not say "because the Commission is advised by technical men?" Why could not the deputy minister be advised in the same way?—A. Yes, but then he has other biases that might prevent him.

Q. Why should the deputy minister be biased and the Commissioners not be? It is not a technical matter at all, because both the deputy minister and the Commissioners will have to be advised. It is a mere contention that the deputy minister will be biased and the Commissioners will not?—A. You are leaving it to one man, which is wrong. The Commission is composed, I presume, of more than one man.

By Mr. Martell:

Q. Do you not leave the matter of life and death sometimes to one man? —A. Yes, and they sometimes die.

By Mr. Chevrier:

Q. Suppose the deputy minister of Agriculture wants to employ a biologist, say for instance a biologist. There are biologists and biologists. There are biologists who follow a certain limit of research and who specialize in a particular line because of the particular work of that particular department. Is that not right?—A. If you take the deputy minister of agriculture—you take him here as a sample.

Q. Just a moment.—A. I thought you mentioned the deputy minister of Agriculture. He is a technical man, you know.

Q. Very well. I took him at random. He wants a biologist for a particular line of work that has developed in his department. He has an eye on someone

outside, well knowing that that man is fully qualified for the position. The applications come into the Board, some 45 or 50. The Civil Service Commission, knowing it has nobody on the board to test these men, appoint from outside the departments three men, who look these qualifications over and they find that so-and-so studied at McGill, so-and-so at Queen's, and so-and-so at Laval. They all studied chemistry; they all studied biology; they all followed the course prescribed by the three universities. They are all on a par. They will select the best man out of that bunch so far as general qualifications in chemistry and biology are concerned, but will you tell me, with all their learning and wisdom, that they have acquired any intimate knowledge of the requirements of that particular branch of biology for that department? The only way in which they can find out is that if somebody from the department tells them the line they want. If you left it to a deputy minister he would get the proper man right away. They would give him a highly qualified man, but not at all fit for the particular branch they want.—A. You happened to talk in the first place of the deputy minister of Agriculture, who is a technical man.

Q. Let me take the deputy minister of Finance. Let me take the deputy minister of Railways, who has had years and years experience in the Railway Department.—A. I will not take the Deputy Minister of Finance. I will not go outside the group the Institute is interested in.

Q. Give us another one?—A. The deputy minister of Railways and Canals.

Q. Is there any other deputy minister who is a technical man?—A. The only other one I know is the deputy minister of Agriculture. Outside of that I do not know of any.

Q. That is the only department wherein you are concerned, that he is the only man who is a technical man.—A. That is all I think of.

Q. The other departments you are not concerned in, because they are not technical men?—A. Yes. They are all technical departments. You do not get me in that. You say, take the deputy minister of Railways and Canals. I certainly do not consider that the deputy minister of Railways and Canals is competent to tell me who should be divisional engineer on my staff.

Q. Who is competent? Dr. Roche, Mr. Jameson or Mr. LaRochelle?—A. If I wanted a man I would have gone out and investigated what this man did. I have taken men off railways who are now on the Railway Board.

Q. You took them into the Railway Board?—A. Yes.

Q. How did you get them?—A. I was going on to tell you how I investigated these men that I thought might suit me and I knew what kind of work I wanted and I went to their senior officers, where they were employed and I investigated what these men did, and I think the positions were offered them. This was before the days of the civil service.

Q. That is what you did in your department?—A. Yes.

Q. You acted as deputy minister. You went out and selected your own men, well knowing what the requirements of your branch were?—A. Yes.

Q. Well knowing that man was able to do it?—A. Yes.

Q. If you did that and there was no harm done, why should not the deputy minister do it?—A. Because he does not know as much about it as I do. The deputy minister of Railways and Canals would not be able to appoint my men as I do.

By Mr. Rinfret:

Q. Supposing you were the deputy minister and he was the commissioner, the condition would be changed. You would be competent and he would not be. It is a mere matter of persons?—A. It is a matter of knowledge.

By Mr. Chevrier:

Q. Why would not the railway commissioners leave all appointments of a technical nature to you rather than to go to the Commission?—A. Well, I do not know; I have not had any appointments for some time back to make. I am perfectly willing——

Q. Do you not think that that would give better results along the line of what you have said?—A. In my opinion, I am perfectly willing, if I required another man, to leave it to the Civil Service Commission to ask whoever they may ask—I know who they would ask; they would ask the Engineering Institute of Canada, and I would be satisfied to take the man that they would recommend. There are, of course, other branches of the Civil Service besides us. We only represent 918 members. We are the highest paid men in the service, and the men on whom the bulk of this country's money is spent. There are the Departments of Public Works, Railways and Canals——.

By Mr. Martell:

Q. Do you not think that the deputy minister of Justice would be in a like position to select a lawyer for his branch, knowing the peculiar requirements of his branch?—A. No, I would prefer not to answer questions in regard to the legal branch.

By Mr. Chevrier:

Q. In the railway line, you would go to the Technical Institute? Does the Technical Institute embrace chemists and astronomers?—A. No, no.

Q. Then, in the case of the appointment of one of your men, you would go, if not to the Technical Institute, to what institute?—A. You are now speaking of railway engineers?

Q. Railway engineers; you would go to what institute?—A. To the Engineering Institute of Canada.

Q. Then, if the Civil Service Commission could go to that particular institute, if you wanted to appoint an architect, why not go to the Royal Society of Architects?—A. I presume they would, but an architect is not an engineer.

Q. Then, if the Civil Service Commission could go to the Dominion Chemists' Association, or to the Society of Chemists, if you wanted to appoint another technical man, he also could go to that institute and get a man.—A. Who would go?

Q. The deputy minister would go.—A. One man.

Q. He would go and say, "Give me a man to fit this job"?—A. But he does what he likes after he gets them.

By Mr. Parent:

Q. He would be doing the same thing as you did when you chose one yourself?—A. That might be; I happened to be there before the Civil Service Commission.

By Mr. Chevrier:

Q. You did not commit a crime that time?—A. I hope not. I know what an engineer is.

Q. Quite so?—A. I have been 43 years in the business.

By Mr. Rinfret:

Q. I understand that your objection to the deputy minister is that he is only one man?—A. Yes.

Q. Would you consider that a commission of five members would be more competent than a commission of three members, if it is merely a matter of how many people there should be.—A. I would not say three to five, I would not base my opinion altogether on the judgment of one man if I could get the others.

By Mr. Chevrier:

Q. You did it once when you selected your own assistant?—A. Yes, and if there were two men in the office, and if I were selecting one now, I would consult with my assistant chief engineer.

Q. That is proper?—A. We would get the men before us if there were no Civil Service Commission, and decide what his capabilities were, so it is not a case of one man in that instance; I was the first man.

Q. If there were no Civil Service Commission, you would do it in that way? —A. I would have to.

Q. Very well. What is to prevent a deputy minister from conferring with his assistant deputy heads. You conferred together, and you selected a man. There was no harm in that. That is your scheme; do away with the Commission and put yourself in the place of a deputy minister. What is the difference? —A. This is the difference. In this case, I was a technical officer; the deputy was not. If, as I said—

Q. He would nevertheless, confer with his deputy heads who were technical men, or at all events some of them are, would he not?—A. He might.

Q. Certainly. I want to be perfectly frank. I am not at all hostile—A. I understand that, I only hope I have made myself clear.

Q. You have made yourself clear, but you have not shown us the difference.

Mr. SHAW: I want to get at the basis of this thing.

Mr. CHEVRIER: I would be very grateful if you could.

By Mr. Shaw:

Q. There are a few questions that I would like to ask. I understand that your Institute is definitely against the principle of patronage?

Mr. CHEVRIER: Is there any charge that anybody is in favour of patronage?

Mr. SHAW: I do not know.

Mr. MCBRIDE: It looks so.

Mr. CHEVRIER: I would like to find out if there is.

Mr. SHAW: I read some statement which was made on the floor of the House that was not very far removed from it.

By Mr. Shaw:

Q. There is no question that so far as your organization is concerned, you are definitely against patronage?—A. Yes.

Q. And unquestionably in favour of the application of the merit principle? —A. Yes.

Q. Now, suppose that the deputy ministers have the appointment of technical officers, they might, or might not, take investigation outside of their department, according to the individual?—A. I would think that that would be the proper thing; they might or they might not.

Q. They are, of course, responsible to the minister, are they not?—A. Absolutely.

Q. And the minister, in Canada at least, is liable to be changed from time to time?—A. Undoubtedly.

Q. And he is a man who, rightly or wrongly, must consider political matters; is that not true?—A. I do not think that is a question that I should answer, but I will go as far as to say that the minister is changed, and the deputy is influenced by the minister for the time being. I will go as far as that without any hesitation, but I would not go as far as the other part of your question.

Q. Now, so far as the appointments are concerned, they are in the hands of the Civil Service Commission; that is the situation to-day. We have also pro-

motions in the hands of the Civil Service Commission. Both of these principles are approved of by your organization?—A. Absolutely.

Q. Now, the Civil Service Commission is an independent body, is it not?—A. Yes.

Q. It is not subject to the wishes of the ministers at all?—A. Not that I understand.

Q. It is a body which has not got to take into consideration any political question, but only the question of efficiency, is that not true? Whether they are doing this or not, that is true, is it not?—A. Yes, that is the principle.

Q. Is not this the distinction, that along with the merit principle must go an independent body to apply the merit principle?—A. Absolutely, without any hesitation.

Q. Is that not after all the distinguishing principle between appointments by deputy ministers and appointments by the Civil Service Commission?—A. I do not know whether I am very dense, but that is what I have been endeavouring to convey. I agree entirely with that assertion.

Q. There is just one other question that I would like to ask. I have read with a great deal of interest, the evidence given by the representatives of the Technical Institute at the time of the Spinney investigation, and I note that, at that time, the position taken was substantially the position that you have taken to-day.—A. Absolutely.

Q. So I would be justified in saying that the operation of those two principles, that is the merit principle and the independent body, has, in the judgment of your Institute, given entire satisfaction?—A. Absolutely. I think I alluded to certain little delays. Now, I have on record some groups of opinion that that delay is passing away, and that the Act is working a little more smoothly. There are always these things, and there must be a little delay. May I speak again of a personal matter? There were some appointments by the Civil Service Commission of stenographers to my branch, and the matter was most promptly attended to. I could not even lift a finger and say that there was any delay in making the appointments to my Calgary office.

By Mr. Chevrier:

Q. What is patronage?—A. Patronage, I suppose, might be anything. I do not just know what the word means, but what I wish to convey is that if I take a side with two men and think I might be helped along by those other men, and helped up, that might be patronage. I think that is the only way I could describe it.

Q. That is the kind of patronage that you want to ward off?—A. Well, the patronage we want to ward off is the patronage of the deputy minister.

Q. Define that patronage that the deputy minister might exercise?—A. He might give a position to a man unqualified for the position.

Q. He would be moved by what motive?—A. He would be moved perhaps by direction.

Q. What direction?—A. That those men had been of some service.

Q. You mean political direction?—A. Well, yes.

Q. There is such a thing as political patronage; is there such a thing as friendliness?—A. Oh, yes.

Q. Is there such a thing as religious influence?—A. No, not to my knowledge.

Q. Is there such a thing as creed patronage, or favouring one nationality more than another?—A. I have never seen it.

Q. The only patronage you have seen is friendliness, and political patronage?—A. I have only seen what may be termed, I suppose, political patronage, having lived in the capital for 41 years or so.

Q. That is the evil you are afraid of?—A. Yes.

Q. You are not afraid of the friendliness patronage?—A. Yes, I use the word patronage to cover the broadest sense of it.

Q. Any kind of influence?—A. Any kind of influence, that one man can exercise.

Q. I am not going back to that; but any kind of influence is what you mean by patronage?—A. Practically any kind of influence.

Q. Which can only exist in one man, but which the moment you got three together would cease to exist?—A. That was more likely to exist in one man.—

Q. Very well.—A. And very unlikely to exist with three.

Q. But might possibly exist notwithstanding?—A. Oh, yes, there is a possibility of three or four, or of ten men getting together and doing one thing.

By Mr. Parent:

Q. You have a few engineers under the Railway Commission?—A. Yes, I have an assistant chief, three divisional engineers, and an electrical engineer.

Q. Were all these men appointed before the Civil Service Commission came into effect?—A. Yes, they were all appointed before.

Q. Have any made application for promotion?—A. There are no vacancies. I am still living, and until I die, the others cannot go up. My doctors say that I shall live until I am eighty-five, according to my arteries.

Q. In your opinion they are all good men?—A. Yes, sir.

Q. You choose them yourself?—A. I choose them myself, and they have been a very great many years in this country, and I am perfectly satisfied with them.

Q. If they had been chosen by the Civil Service Commission they could not have been better men?—A. No, because they would not have got the same information which I got.

Mr. CHEVRIER: I do not see the difference yet.

By Mr. Rinfret:

Q. If you had been a deputy minister, you would have retained the same amount of knowledge?—A. Yes, so long as a deputy minister has a technical knowledge, he is much better qualified to make appointments to his technical staff except—

Q. Except what?—A. I want to finish that please—except that he is always under the influence of the minister.

Q. If you had a technical man as deputy minister for every department, the advantage would rest with the deputy minister. In other words, it is more a matter of persons, as I understand it; it is not the system that is bad or good, it is more a matter in your opinion of having proper persons as deputy ministers? —A. Any system, in my opinion, is bad that leaves it to one man.

Q. Suppose that you had a commission of three, you admitted that there was such a thing as political patronage; but there could also be friendliness, creed patronage and nationality patronage?—A. Do not put any words in my mouth; I did not say that.

Q. I am trying hard to get your meaning.—A. I have not emphasized in my statement anything about political patronage; it is not my business.

Q. I thought you had arrived at a definition of patronage, that a man is moved by some motive, which is not merit?—A. Some motive other than merit.

Q. It might be friendliness?—A. Friendliness.

Q. Or it might be otherwise?—A. Yes, it might be religious.

Q. If you had a commission of three and they were dealing with a creed question or a question of nationality, and there happened to be two on the one

side, and one on the other, would not that mean that it would be left to one man? —A. That is going too far to say that three men would ever dispute on a question of creed or nationality.

Q. You never heard of it?—A. I have never done it.

Q. We are not inferring that at all?—A. I understand that.

Q. We have heard a lot about political motives, and the witness attaches some importance to the fact that a deputy minister might be influenced by his minister for political reasons. There is also a political responsibility that compensates for that motive?—A. Well now, you are going deeper than I can follow with that political responsibility.

Q. In other words, if a department is badly administered, the minister will be responsible?—A. Oh, yes.

Q. The Commissioners would not be?—A. No.

Q. Would that not be a compensation to a large degree for the political motive that might move a minister?—A. In my opinion, if it were thrown wide open, the department might be worse administered.

By Mr. Chevrier:

Q. Is there any charge that it is proposed to have it thrown wide open? —A. No, but I was asked to make a statement, and I gave it.

By Mr. Parent:

Q. Would you mind giving us the names of your Assistants?—A. My assistant chief engineer is T. L. Simmons, of the Board of Railway Commissioners. I was appointed in 1904, and he was appointed a few months afterwards. My electrical engineer is Mr. John Murphy. He is joined with me and with Mr. Bowden, the chief engineer of Railways and Canals. We found that one electrical engineer could act with both departments, and there was no object in duplicating the position. He is a very efficient man. My senior divisional engineer is H. A. K. Drury. He is stationed at Winnipeg, and takes charge of the construction and maintenance over which we have supervision from Port Arthur to the boundary between Saskatchewan and Alberta. My second divisional engineer is A. A. Belanger who is divisional engineer in Ottawa. My third divisional engineer is A. T. Kerr. He is stationed at the board's office in Calgary, and takes charge of the provinces of Alberta and British Columbia. The chief engineer, the assistant chief engineer (Mr. Simmons) and Mr. Belanger attend to everything east of Port Arthur to Nova Scotia. We have approximately 40,000 miles of railway under our jurisdiction, to see that it is properly constructed and maintained.

By Mr. Chevrier:

Q. Who are the others down the line?—A. That is all.

Q. Who appointed them?—A. The board appointed them.

Q. Which board?—A. The Board of Railway Commissioners.

Q. The Board of Railway Commissioners themselves appointed all these men?—A. They were appointed by an order in council.

Q. Who selected them?—A. I did.

Q. You selected them yourself, every one of them?—A. Yes. They were all appointed before there was any Civil Service Commission. The only ones I had from the Civil Service Commission were the stenographers in Calgary.

Mr. SHAW: Just for the sake of making the record complete, I wish you would give us some idea of your own personal qualifications. You stated you were an engineer.

Mr. CHEVRIER: I am not disputing Mr. Mountain's qualifications.

A. I was educated at the Ecole Polytechnique in Quebec. I was born there. I served in the first place on the Princess Louise embankment and the Quebec Graving Dock, the Quebec and Lake St. John Railway, and the Island Railway of Newfoundland, which is the Reid Railway in Newfoundland, and from there I came to Ottawa as divisional engineer on the Canada Atlantic. I was then under Walter Shanley. I was his first assistant up to 1888, and I succeeded him as chief engineer of the Canada Atlantic, and I completed that road from Valleyfield down to the boundary line of the United States and a short time afterwards built Coteau bridge, and I was instructed by Mr. Booth, whom I served under for 23 years and 5 months, in building the Ottawa and Parry Sound Railway. I was consulting engineer of the Temiskaming and Northern Ontario Railway and I afterwards went to the Board of Railway Commissioners. I was then asked by the Hon. Mr. Blair if I would take the position of chief engineer, and I met with him the Hon. Mr. Bernier, Asst. Chief Commissioner, and Dr. Mills, and after some discussion I accepted the position. That was at the inception of the Board.

Mr. CHEVRIER: Mr. Blair made a good selection at that time.

A. I thank you. I am also vice-president of the Engineering Institute of Canada. I was for many years in its council. I was several times vice-president; I was several times on the nominating committee. I was its vice-president in 1909. I am also a member of the American Railway Engineers, Maintenance-of-Way association, which probably gives me a certain degree of knowledge in my particular work. I attended the conference in Chicago, where we had the honour of listening to Mr. Marcil, your vice-Chairman. I am a Dominion Land Surveyor, by profession, which I never practice. I have some parchments in a tin case which I have not seen for 25 years.

By Mr. Parent:

Q. I presume you have seen the by-laws of your department?—A. Yes.

Q. Have you a definition of what you call professional men in your asso-
tion. Last year as second vice-president I took charge of the Committee on

(*a*) Graduation from a university or college of recognized standing, or

(*b*) Corporate membership in one of the following societies or associations:—

The Engineering Institute of Canada.
The Society of Technical Agriculturists.
The Canadian Institute of Mining and Metallurgy.
The Canadian Institute of Chemistry.
The Royal Architectural Institute of Canada.
The Canadian Society of Forest Engineers.
The Canadian Medical Association.
The Town Planning Institute of Canada.
The Association of Dominion Land Surveyors.
A Provincial Veterinary Association.

or

(*c*) Qualifications equivalent to the above.

Q. There are of course many men in your Institute who also form part of varied organizations, like civil engineers, for instance in Montreal and all over Canada?—A. Oh, yes. The Engineering Institute of Canada covers almost everything. I was not a charter member of it, because I was a very young man when it was formed, but I was in at the starting out of it, and we have an income now of $75,000 a year. The Engineering Institute of Canada have a home in Montreal and have branches established all over the Dominion.

By Mr. McBride:

Q. What proportion of your membership resides in Ottawa?—A. You might ask the secretary that. About two-thirds of the 918. At the last annual meeting we had 868. That was only in December, and we are now 918. We have a Committee on Membership, and probably every month there are from eight to ten coming up. I would think there are probably in the vicinity of one hundred more in the service that I should think are eligible for service, and they are coming in very fast.

Q. Have you got a list of that?—A. Yes.

Q. Will you file that list?—A. Yes. Here is a bulletin, and I will pass some of them around. This is a bulletin issued by the institute, on superannuation. Last year as second vice-president I took charge of the Committee on Legislation. I will only read a few words. Of course in that we were in close touch with the other associations of the civil service, and we had a very nice conference with the Civil Service Association and the Civil Service Federation. Every week, at joint meetings, alternately the Chairman of the Civil Service Association and the Chairman of the Civil Service Federation took the chair, and they presented something similar, and we are practically in agreement with it, but this is the memorial we submitted to the Premier:—

Mr. PARENT: If it is proposed to have that printed in the evidence, you might as well give it to the stenographer.

The WITNESS: A copy of this bulletin was afterwards forwarded to the hon. minister of Finance. The only questions I would like to call your attention to are on page 6, as respects female employees. The ladies got hold of that and asked that there should be no distinction made. At the meeting of the institute, the executive instructed me as chairman, and Mr. Watson, who was with me, to meet the ladies of the Halcyon Club. We met them after a while and endeavoured to show that perhaps that would be better for them. The ladies absolutely ridiculed any idea of being on a different basis, and this was then supported, so we wish to put them on the same basis.

By Mr. Chevrier:

Q. Miss Inglis gave evidence here the other night and she suggested or rather voiced the opinion of women in the civil service that women should not be called on to contribute to the same extent as men. I think that was her idea, but that is only a detail, that I think ought to be thrashed out later on. The great idea in the Civil Service is that the superannuation measure is most imperative?—A. Oh, I think so.

Q. One of the greatest causes of trouble and discontent is the fact that at present there is not stable legislation concerning superannuation?—A. It must make a man anxious as he gets on in years, and it must of course affect his efficiency, when he is sitting at his desk, endeavouring to do government business, thinking he has nothing to depend on.

Q. If a proper measure of superannuation were brought down, would not that work to a large extent to bring down the feeling of discontent in the civil service?—A. Yes.

By Mr. Simpson:

Q. Has your organization any suggestion to make in regard to age?—A. No. I think probably we would have to leave that. I remember sitting in the chair one day and a lady got up—and I am a man of 62 years, and I thought I was still in pretty good fettle to work for the service—and she said "you have a lot of doddering old idiots in the service." I think probably there should be a limit. I would not go below 70, anyway. You take the Board of

Railway Commissioners, under their Act, they are allowed to stay until 75,. I presume judges are the same. There is no limit in the C.P.R. A man at 65 is a limit, but on investigation he may go on from year to year. He may go on to 75. A man may become suddenly ill at 67 and be superannuated after he is 65.

The ACTING CHAIRMAN: Is it the intention of the Committee that all this bulletin should go in the evidence, or only part of it to be filed?

Mr. SHAW: I think it should be published for the benefit of the Committee.

I move that this report be printed in the evidence, except "reports from groups" at the end.

Motion agreed to.

By Mr. Parent:

Q. I find in the book containing the constitution and by-laws, you give the requirements for membership in the Institution; that eligibility requirements for membership shall be so-and-so. I find in paragraph C " qualifications equivalent to the above."—A. There may be some other features for that thought. That rests with our membership committee to investigate and report to the Institute as a whole.

Q. Have you many members that fall under paragraph C?—A. No, I would not think so.

Q. Because one would come to the conclusion that if you have qualifications left to your board like that, there might be some form of patronage there.—A. No, there would not be any object in that. May I just say another word? We also have a little bulletin issued by the Institute, if you would like to hear it, on re-classifications. I would ask to have you hear the immediate past president, Dr. Swaine on that. He was in charge of that.

By the Acting Chairman:

Q. I would like to have some light on this last paragraph, concerning the Board of Hearing.—A. I understand it has only been temporary.

Q. What is your object in having it? Are you a permanent part of the organization?—A. I think probably it is in appeals.

Q. Appeals from what?—A. I suppose appeals from classifications.

Q. You are not in a position to give the Committee any information on that?—A. No. Now if there is anything you would like the Institute to assist in, in any way we could, we will have no hesitation in saying we will do anything in our power to assist.

Witness discharged.

DR. JAMES M. SWAINE, called, sworn and examined.

By the Acting Chairman:

Q. What is your occupation?—A. Associate Dominion Entomologist in the Department of Agriculture.

By Mr. Chevrier:

Q. I understand you have something to say about classification?—A. I have about three pages.

Q. I think the Committee agrees you should make your statement from your chair.—A. I thank you. I have about three pages I should like to read to you, and afterwards I shall hand around some typewritten pages. There are enough to go around. The Institute has had several matters before it to which it has given—

APPENDIX No. 5

By the Acting Chairman:

Q. Is that the memorandum you already submitted to the Prime Minister? —A. It is a summary of it. There are just a few paragraphs in this statement I have to read. In the view of the professional Institute this subject of reclassification so far as technical men are concerned is of exceedingly great importance:—

RECLASSIFICATION

The original Arthur Young Company classification of the technical positions was made apparently by men with little knowledge of the requirements for scientific work and was hopelessly imperfect. The efforts made by the Civil Service Commission through the Board of Hearings, to rectify the errors and omissions of the Arthur Young classification are highly appreciated by the Institute, but it is felt by a large majority of our members that the method of dealing with each division or branch or group of positions separately has not been satisfactory, and that a proper classification can be obtained only through a consideration of the positions in the technical service as a whole. Positions with the same requirements in training and experience and involving similar duties and responsibilities should certainly receive the same compensation, except possibly in the case of special positions in the two highest grades. This equality of treatment does not obtain under the present classification.

If two men go through the same university and take the same post-graduate degrees, specializing in different fields of science, and they spend the same number of years in laboratory or field experience, and then come to the Dominion Government service, to similar positions, but into different departments or even different branches of the same department, it may happen under our present classification that one will be paid a much lower salary than the other simply because he is attached to a different department, even though the actual requirements of their positions may be virtually the same.

A committee of the Institute was appointed three years ago to study the classification of the technical positions in the service. The committee were familiar with the classification of the United States technical service prepared by the United States Civil Service Commission and they adopted the same principle and system for application to the Canadian technical positions. After long study the committee prepared a classification for the Canadian technical service, essentially the same as the United States classification, and submitted it to the Institute. A large majority of the groups comprising a great majority of the membership were in favour of the proposal and the proposed classification was submitted to the Civil Service Commission asking for its application to the groups of the Institute who were in favour of it. A committee from the executive submitted the classification to the Civil Service Commission and after a thorough discussion the committee advised that the proposal should be submitted to the Government. This was done and the proposed classification is now before the Government for their consideration. It should be noted that our classification for technical men is almost exactly the same as that recently passed by Congress for application to the civil service at Washington.

The classification was prepared with three objects in view. The first of these was to ensure that each department would have the same treatment in salary ranges awarded to similar positions, so that each department would have the same opportunity to obtain and retain well-trained technical men. It has already been stated that this does not obtain under the present classification.

The second object was to remove the feeling of injustice caused by this difference in salary for positions with similar qualifications requirements and entailing similar responsibilities and duties.

The third object was very definitely to increase the salaries paid in the technical service.

The classification may be described briefly as follows:—

Technical positions in the service are ranged in six grades, numbered one to six. To these grades are attached general qualification requirements and definite salary ranges. The minimum qualification for grade one is graduation from a university of recognized standing and specialization in the required science. Grade six is intended for heads of branches, the highest positions directly under the deputy head; grade five is intended for chiefs of major divisions and the highest technical officers; grade four for the Chiefs of minor divisions and highly trained technical officers and is the central position in the service.

The circular on reclassification accompanying this statement will give further details. The present positions in the service would be placed in these series of grades according to the required qualifications and responsibilities and duties that they entail. They would usually carry with them their present occupants. Each new technical position to be made would be placed in one of these six grades according to its qualifications and the same salary would be paid to all positions in the same grade no matter to which department the positions might belong.

Now, Mr. Chairman, the last two sentences that I have to give relate to salaries, and it may sound as if we were asking for higher salaries. That is not my object at the present moment; my object is simply to place before you certain facts, and you can deduce from them exactly the same idea as I would, or as any other technical man would.

"The salaries awarded to technical positions under the new United States Classification range from $1,860 to $7,500. Our salaries for technical positions vary in the different departments but it would be fair to compare with the range just given the example for our service of $1,500 to $5,000. The minimum salaries of $1,860 and $1,500 are intended in each case for men fresh from college, the maximum for heads of major branches or surveys or bureaus, in our service, positions directly under the deputy head. Chiefs of Divisions under the United States classification will receive $5,200 to $6,000. Exactly similar positions in our technical service are paid as low as $2,880 to $3,360. With their new scale of salaries the United States technical service will be able to select our best men at will, if present conditions are allowed to remain."

I should now like to read to you two sets of figures, and then I shall have finished. I shall give you the salary ranges in the new classification of the United States professional and technical service, and compare with them the salary ranges for similar positions in the technical service of Canada.

The first grade in the Canadian service is $1,500 to $1,800, and the salaries in the United States corresponding to similar positions range from $1,860 to $2,400.

Our second grade has a salary range of $1,920 to $2,280. In the United States service there are two grades, the first one being from $2,400 to $3,000, and the second from $3,000 to $3,600.

These two grades would correspond to our second grade. Our third grade which corresponds to their fourth grade has a salary range of $2,400 to $2,760; while the same grade, or grade 4, in the United States service ranges from $3,800 to $5,000.

Our mixed grade, the fourth grade, $2,880 to $3,360, is for chiefs of divisions. There are several other salary ranges in this grade, one from $3,300 to $3,660, and another from $3,600 to $4,500. In the United States Service the range is from $5,200 to $6,000.

[J. M. Swaine.]

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In the highest grade in our service the salary ranges from $3,900 to $5,000. That is for chiefs of branches, positions directly under the deputy head. The sixth grade in the United States service has a salary range of $6,000 to $7,500; and in addition to that they have a higher grade which begins at $7,500.

If you will consider these figures, you will understand that the men in charge of the technical work in our service to-day are very deeply concerned over the prospect of what is going to happen to our technical service within the next few years.

Mr. McBRIDE: There are some questions that I will have to answer when I go back to my constituents, and one of them is this: The civil servants ask for an increase in the standard of living of 30 per cent. I may say that I intend to support whatever report this Committee may make to the Government, but how am I going to justify my support of that when we know that in the case of the farmers in my district, their standard of living has decreased about 50 per cent in the last three years. We know that from the prices they are getting for what they produce There is another thing; when I want a man to go on the land out there to work, I have to go to the city and make a round of the different employment offices in order to hunt one up Now, there was a civil service appointment in the district which I represent, and I had 52 letters from people asking me to bring my influence to bear, and I have no influence with the Civil Service Commission at all, to get them the position. Now, why is it that there are so many wanting positions in the civil service when there is an opening?

WITNESS: You are not referring to the technical positions such as we have been dealing with here.

Mr. McBRIDE: These are questions that I will have to answer when I go back to my constituents.

WITNESS: We were reviewing the situation simply from the facts as they are. If we have to develop our natural resources, we must have an efficient technical service, and we cannot have it if we are going to allow other services to take away our best men. In the higher technical positions, the man absolutely makes the position. Half trained men can bring a problem of investigation just so far. Their back ground in science and training allows them to reach that point, but a well-trained man will carry the investigation to a final solution, and save the country, or make for the country millions of dollars. I could give you many instances of that kind. One well-trained research man is worth as many half trained men as you could count, and if you allow our well-trained men to go and if we have no means of retaining them, what is going to happen to our service? That is to say, what is going to happen to the future development of our resources? It is a question of a penny wise and pound foolish. Where the limit is, I do not know. Our Institute is recommending this.

By Mr. Chevrier:

Q. Have you statistics of the number of men who have left, during past years, the Canadian Government to go into private enterprises or to the service across the border.—A. I have not a list complete to date.

Q. I understand there has been a large number?—A. I believe that that is so, but I do not know how many.

Q. I saw the figures some time ago, and there was a large number leaving to get better salaries outside?—A. I do not wish to be misunderstood. I am representing the Institute, and I am not supposed to be here today asking for higher salaries. That is not the idea, exactly. What the Institute would recommend is that the classification of technical men be revised and remodelled, along the lines which we have recommended; that is to say, exactly the same

classification that the United States have recently passed into law. They did not adopt theirs from us, as a matter of fact, we took the idea from their first draft and we applied it to our service. They applied it to theirs, and they have now finally passed it into law, and that is the classification—that is the type of classification—that we recommend for our technical service because it would remove a great deal of dissatisfaction which now exists.

Q. I understand that, but we cannot evade Mr. McBride's objection, which is a vital one. Are there no means of finding out the difference, if there is a difference, in the cost of living in the western provinces, as compared with the eastern provinces. We have had statistics from the Department of Labour and those statistics are unanswerable. They show that the cost of living has increased, that the salaries have been increased all along; yet the statement is made by western members that it is the other way about in the West. Surely, the cost of living must be the same all over the country, unless it be that the cases stated to me are individual cases. Those figures have come to us, taken from the Labour Gazette, and they show that the cost of living is still very high. Now it would be very interesting, and of very great importance and use, to me, if some comprehensive statement could be made to show that all over Canada, notwithstanding that there may be some individual cases, the cost of living is still increasing so abnormally that something must be done?—A. I should think that the Labour department would be best able to inform you on that.

Q. I do not know whether the Labour department figures are taken on the average all over Canada. That was my impression and still is my impression, and that is why I say that they are unanswerable, though there may be individual cases. But as Mr. McBride states some answer will have to be made.

Mr. McBRIDE: It is simply a question that will be put to me and rightly so.

Mr. CHEVRIER: Those figures may show that merely to individual cases in some parts of the country, but if there is an index for all over the country, we will have to take it as it is, and those who are in an unfavourable position will have to suffer for the large majority. But something ought to be done along that line.

By Mr. Parent:

Q. You stated that the technical men employed by the American Government are receiving higher pay than the technical men employed by the Canadian Government?—A. They are actually at the present time, but the figures that I read are those of the new classification not yet put into effect.

Q. Are you aware of any of our technical men employed by the Canadian Government who have gone to work for the United States Government on account of higher pay there?—A. I could give you a list; I know they have gone, and I know of some who have recently been offered very much higher pay to go. Some of them have not gone yet.

Q. That would be a very important list to have. In other words, we are losing a good many of our men due to higher pay offered by the American Government?—A. That is true sir, and also we have a great many men in our technical service who have stayed here at smaller salaries, simply because they wished to work out problems in their own country.

Q. I wish you would produce that list?—A. We have never undertaken to make such a list, but it could be made though it would be rather difficult to make it complete.

By Mr. Simpson:

Q. Is it not also true that much more tempting offers have been made by industrial firms in Canada to men to leave the civil service?—A. Quite true.

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By Mr. Parent:

Q. Is it not true that the fact of technical men being employed by the Canadian Government brings them more into the light of the people and secures employment for them with various industrial concerns in Canada?—A. That may be. It improves their opportunities, you mean for going into industrial work later on? It may be so.

Mr. McBRIDE: Before I came down here some five thousand people left the West and went down to the States in connection with labour. There were a number of them back before I left there, with whom I was talking. Take plasterers, for instance. They were getting as high as $18 a day on the American side, while they were getting $8 at Vancouver. Those men who came back said they were about as well off in Vancouver as they were on the American side, down in California. They said they did not get steady work there.

Mr. CHEVRIER: Those are the class of people who make a certain amount of money and get a high salary during six or seven or eight months in the year, and then lay off, and exercise their energies from early morning until late at night, whilst the standard of the civil servant is limited to from nine o'clock in the morning until five o'clock in the afternoon, and he cannot earn a cent outside of that. If that were fixed in one's mind, when one argues about the salary, no matter how much he works, he cannot increase his capital. This is a factor that must not be overlooked.

Mr. McBRIDE: I am not taking the stand that the civil servant should not be paid in connection with the work the salary his position justifies, but I am asking these questions in order to be able to answer them along that line when I get back, because I am responsible to the people.

Mr. CHEVRIER: Would not that be one answer, that the two objects of comparison cannot be compared, because they are not in the same category. I think if you take the cost of living in the West; if you take the standard in the cost of living in the West and compare it with the cost of living in the cities, that might be a nearer solution. I do not know how they would compare, but if you compare the return of a man who has his capital in his own hands as compared to the work which is remunerated by one whose capital is not in his own hands, I think you are comparing two things that are not susceptible of comparison because they have no point of contact.

The ACTING CHAIRMAN: This might be discussed when we are together. Are there any more questions to ask the witness? If not, I will call another witness.

Witness retired.

HARRY G. HOUSE, called, sworn and examined.

The WITNESS: I would like to make a statement before any evidence is given as to our policies. The statement I wish to make is with regard to a letter, a certain letter that our organization addressed to members of the House, having regard to certain alleged propaganda, which I believe, has occasioned some criticism. Now I would like to say——

By the Acting Chairman:

Q. You are the author of a letter that was sent some time ago to members of the Committee?—A. I was instructed by our organization——

By Mr. Shaw:

Q. What organization?—A. The Associated Federal Employees of Canada. In the first place, the criticism in that letter was not directed at any officia'

in the Civil Service Commission. The criticism was directed rather at the Commission than at any official. Our motive in sending the letter was, we sent the letter in the same spirit that we would expect the employees of any organization to bring to the attention of the employers or their representatives any matter which they believed to be of interest to the employers. In this particular case we believed that an attempt was being made, and I might say that it was prejudicing, if possible, not only the minds of the members of the Committee, but of the House, to create an impression that only two statements could possibly be devised by the civil service. No we wanted to guard against any *ex parte* statement being necessarily accepted as a statement which was necessarily creating this accepted opinion.

By Mr. Chevrier:

Q. Does that refer to the letter of March 6th?—A. I think that was the letter of March 8th.

Q. March 8th?—A. Yes. I might say that in that letter, as I have said already, we purposely refrained from mentioning the name of the official.

By the Acting Chairman:

Q. I understand this letter did not appear in evidence. It may be interesting to the members of the Committee to have it read.—A. It has been printed in the evidence.

Mr. CHEVRIER: That is the reason I was trying to identify this letter with the one printed in the evidence.

By Mr. Shaw:

Q. Was this letter written after the appointment of this Special Committee to inquire into the Civil Service Act?—A. I think it was, I am not sure about that. If you will let me complete my statement you can ask questions after. With regard to the official in question, I think the Secretary of the Commission has practically admitted—he admits that Mr.—it does not matter—the official's name is not relevant, had instructions to come to the House daily. He admits when here he would go in and see members, give them information, as he put it, "smooth things over." I might say there is a regular channel of information through which questions asked in the House are usually answered by departments. I am not aware that any department finds it necessary to maintain a representative in the House for this purpose, and in any case, there appear to have been only a very small number of questions asked this session in Hansard that would call for an answer from the Civil Service Commission. That, I think, disposes of that matter. Then there is the matter of newspaper propaganda.

The ACTING CHAIRMAN: I might say there is an extract of this letter printed on page 55 of No. 2 of the evidence taken before this Committee.

Mr. SHAW: On page 58 you will find it.

Mr. PARENT: I remember asking that it be published then.

The ACTING CHAIRMAN: Pages 58 and 59 of No. 2 of the official report of evidence.

WITNESS: With regard to the statement of newspaper propaganda, there was nothing new in that statement. The Premier had already made a statement in the House on March 16 that a certain attempt was being made to create an impression that only one thing was possible to maintain the present system intact, to return to patronage, as it was called. I have here—if I can find them—a number of newspaper clippings, which I would like to table, which in my

opinion and the opinion of my organization constitute evidences that such propaganda was actually undertaken by some persons, and in our opinion the clippings bear all the ear-marks of having been prompted by the Commission or some of the employees.

Q. What organization do you represent?—A. Associated Federal Employees of Canada; 1,429 members is what we pay per capita tax on. The greater number of those are at Ottawa. We are just in the formative stage nationally, and we have not had representation outside of Ottawa as yet. I think we have established a fairly strong presumptive case that such propaganda was undertaken as was alleged in the letter. I am reading Mr. Foran's evidence on page 55:—

> "Mr. Patching has instructions to come to the House every day and see that replies prepared by the Commission are brought down and to report if anything is required in the House of Commons from the Commission. This practice started when we had a regular Civil Service minister. As you will probably remember, Mr. A. K. Maclean was civil service minister for a short time. There have been a great many changes in the civil service laws within the last four or five years. As a matter of fact, I think that one can say that the civil service has been virtually revolutionized within the last five years, when this very important step forward—as some people term it, and as we have so regarded it—in civil service was decided upon. Mr. A. K. Maclean was named as minister in charge of the civil service at that time. During the session of 1918, and the session of 1919, and subsequently in the session of 1920, when further amendments were brought in, a great deal of information was asked for from time to time and we found it necessary to have some officer of the Commission report every day to the civil service minister in order to find out what further information, or what documents he might require. Now, it was in that way that the practice of Mr. Patching coming to the House was started, and I can say this, that I think in his official position as intermediary between the Parliament and the Commission he has helped very materially to smooth out relations by meeting the members of the House. For instance, an inquiry might be received by the Commission from a member of Parliament about some matter. While he was in the House, Mr. Patching would take occasion to go in and see him and give him the explanation or information, and I think in that way he has established relations between the members of Parliament and the Commission which make for a better understanding, a closer co-operation, and better administration of the law."

Q. This statement was made by Mr. Foran in his evidence before the Committee?—A. Yes.

Q. On pages what?—A. 54-55. No. 2 of the official report of evidence on March 20. I think that is all I have to say; if there are any questions on that head before we proceed with the other evidence—

By Mr. Shaw:

Q. The only question I wanted to ask was this. You say that this propaganda has gone on on behalf of the Civil Service Commission in the judgment of your organization?—A. Yes.

Q. Then after the appointment of this Special Committee, you knowing that the matters would be investigated, that all matters would be investigated by this Committee, you started in the propaganda business too.—A. We hardly think that is a proper statement.

Q. You told us you wrote the letter?—A. The organization instructed me to write the letter, yes, and the main reason I think for them directing it being

written was, that it was intended for all members of the House, not merely for members of this Committee. We make the statement not only for members of the Committee, but members of the House. I do not think this is propoganda. It is merely to point out that such propaganda was, in our opinion, being carried on, and as I say, our opinion apparently coincides with that of the Premier.

Q. You were like Senator Cox. You could not wait until the Committee met.—A. I do not know about that.

The ACTING CHAIRMAN: Any further questions?

Mr. CHEVRIER: Not on this letter.

A. If the letter has been disposed of to the satisfaction of the Committee—I wanted to clear it up before we started. I mean if the Committee had any further questions or remarks to make, I would like to state we are very anxious to present our case in the most logical manner possible, to save the time of the Committee in every way, and with that end in view I would suggest that Mr. Patterson, who has been an officer of the organization, who was its vice-president at its inception and four months afterwards being president, should be called first to give evidence on the existing defects of the workings of the Civil Service Act. He is in a better position to discuss this than I am, because I have only been an officer in the organization a short time, about a year or so, and if you would hear his criticisms on the existing defects, I would be very glad if he should be called to give evidence along the lines of the details of the plan that we propose for improving the workings of the Act.

Mr. CHEVRIER: I move we call Mr. Patterson now, subject to Mr. House being recalled.

Witness retired.

FREDERICK WILLIAM PATTERSON, called, sworn and examined.

By the Acting Chairman:

Q. What is your occupation?—A. Member of the Executive of the Associated Federal Employees of Canada. I am assistant director of the experimental farms of the Department of Agriculture. We have prepared, gentlemen, in order to present our evidence in the most logical and connected way a statement covering the main points of objection which we take to the present operation of the Civil Service Act, and indicating in a general way our suggestions towards the betterment of that operation. It is divided fairly clearly into a number of main heads. I thought perhaps that I might be permitted to read that statement. Then as amplifying the main points in the statement, I have prepared evidence, or further notes; then, as I take up each one of these further notes, if I might be permitted to make my remarks, you gentlemen can question me.

By Mr. Shaw:

Q. Go ahead.—A. I have copies enough here of this statement, I think, for every member of the Committee. It is headed "Statement as to Steps Required to Increase Efficiency in the Federal Civil Service."

> "The desire to put the federal civil service upon the highest possible basis of efficiency, which desire was, it is presumed, the basis of the Civil Service Acts of 1908 and 1918 and amendments thereto, was certainly a laudable one. It is with that aim of higher efficiency just as clearly in view that we venture to submit herewith our suggestions as to amendments and changes which are necessary before the above object of highest possible efficiency can be attained. We wish to state clearly that the recommendations made are not to be regarded as supporting any return

to undue political influence as controlling or seriously affecting the Civil Servant and when *departmental control* is herein referred to *political control* is not meant but rather the application of the merit system to appointments, promotions, civil service discipline, and all other matters affecting the civil service, by those persons whom we consider to be best qualified to exercise that control in the fairest and best informed way, viz., departmental officers themselves, acting through the channels and and within the safeguards briefly indicated.

" (1) *Simplification of Classification.*—The first great requisite to higher efficiency is simplification of the classification of the service. In the evidence given by Mr. C. B. Putman on Tuesday, March 20th, he states that although the Commission has been abolishing more and more classes all the time, there are now 2,204 as against 1,729 established by the Arthur Young Company. It seems, then, rather hopeless to expect much in the way of simplification from a continuation of this process and we think that anyone who has had to do with classification, as applied to the various departments in the service, will admit the hopelessness of this task.

"In preparing for the administration of the present Civil Service Act and the classification of the service thereunder, two fundamental errors were made. First, the administration of an Act supposed to put the service on a true basis of merit was entrusted to three commissioners, not one of whom had the slightest experience either in business administration or in civil service affairs and conditions. Two of them were ex-members of Parliament. One would hardly expect a business to be properly organized and efficiently run when its heads were unacquainted with needs of that business. How could the civil service be efficiently administered under such auspices?

"The second fundamental error was the retaining of the services of a foreign firm to reclassify the Federal Civil Service, of which this firm knew nothing and, from the impression they left behind them, cared a great deal less. This step has cost, and is costing, the country hundreds of thousands of dollars in salaries and expenses, has lost to the federal civil service some of her most highly trained and devoted men, has lowered the standard of output of many of those remaining and has kept the service, for the last four or five years, in a constant state of turmoil and discontent. In place of this heavy expenditure and loss of efficiency, we propose a plan, the cost of which will be negligible, which will be administered by those familiar with service requirements and responsible for service results, a plan which will arouse the interest and best efforts of every civil servant in his work by giving him his due share in its planning and method of performance.

" Subsequent efforts to revise classification as brought out in the evidence given by members of the staff of the Commission and by a member of the Board of Hearing, have been nothing more than attempts to patch up a classification which, even as revised, still remains full of inconsistencies. The president of the civil service federation has stated that the efforts of the Board of Hearing resulted in making classification workable. We cannot agree with him in that regard. The united efforts of everyone concerned, working under most appalling conditions of delays, red-tape and clash of jurisdiction, etc., etc., have managed to keep the present classification afloat, although water-logged, but the statement that the Board of Hearing or even the efforts of everyone, have succeeded in making classification workable, in the sense of efficient, or even fairly efficient, is unfounded.

[F. W. Patterson.]

"The employment of the foreign classifiers to do this work with the Canadian service has sometimes been justified, or an attempt has been made to justify it, by saying that the same firm was retained to classify the United States federal service. This statement is incorrect. The firm, or members of it, were retained to act as consultants or advisers to the committee or board working at the reclassification of the service of the United States. The result of that classification, as brought out with the aid of those experts, was a complicated affair, similar to our own, though more complex, owing to the greater number of classes of service involved. The committee responsible for the United States classification very wisely discarded this complex machine and also the expert advisers who had led them into making it, and simplified the classification of their whole service into a few classes of service, with a few grades under each. The total number of grades in all their services put together comes to forty-four. For our simpler Canadian service a smaller number of services and a smaller number of grades would be all that would be required.

"(2). *Re-organization of the Service.*—This was the third fundamental error in the administration of the present Act, one which, so far, little or no endeavour has been made to correct. It has led to confusion in the service and hardship on a great many civil servants and has also conduced largely to lack of efficiency and dulling of initiative in the various departments of the service. Men with business training would surely admit, without argument, that before they could attempt intelligently the reclassification of the personnel of a business, *i.e.*, decide what each member of the staff had for his duties, what was his relative importance in the general scheme and what remuneration he should look for, it must be decided what is the object of the business itself and what departments of activity are required to ensure greatest success. Turning to the federal service, it would be necessary, before reclassifying the service, to decide precisely what was the function of each branch of each department in that service. The federal civil service, broadly speaking, exists to carry on the public business of the country and do its utmost, in all possible ways, to facilitate that business and to aid the citizens of the Dominion. That makes a broad field for investigation, but one which can be covered in the way indicated farther on in this memorandum. Now, having decided the true function of each department and the method in which that function can be most efficiently performed, in other words, having reorganized the work of the federal departments, the next question is what staff, from the lowest to the highest in degree, is necessary to carry on these functions. The *second* step, then, not the *first* one, is the reclassification of the personnel to handle the reorganized work. Unfortunately, however, owing to the inexperience of the Civil Service Commission, the personnel was reclassified just as it stood, without reorganization of work. This has been followed by isolated and spasmodic attempts here and there throughout departments to reorganize some feature of their work and we have had, as a result, the releasing from the service of numbers of employees, who, just a short time before, had been reclassified by the Commission. This has been a hardship on these people so released, often after years of very satisfactory service. It has also been a hardship on those placed upon the eligible lists of the Commission as the results of passing an examination. This whole procedure has made the expression "permanent civil servant" almost a joke. It is useless to expect any man to enter the civil service as a career and devote his full interest to his public

duties unless he has some fair assurance that a continuation of good service will keep him permanent in his position. Had the work of the departments been reorganized before reclassification, this permanence would have been fairly well secured.

"As to eligible lists we advocate that they be abolished and the British system followed. Each department would furnish an estimate of additional personnel required, just as other departmental estimates are prepared and the Civil Service Commission would hold an examination for the filling of such of these as came under their jurisdiction. Such additional vacancies as might occur during the year would be temporarily filled by the "flying squadron" maintained to help with such cases and handle "peak loads" in the departments.

"(3) *Salary Revision.*—Evidence has been given by the president and vice-president of the Civil Service Association and by the president of the Civil Service Federation that salary revision is one of the very pressing needs of the Civil Service. This need may not have, apparently, any direct connection with an investigation into the operation of the present Civil Service Act, yet it is evident that the present Act, as now administered, does not permit of the proper consideration of salary revision, by those best fit to consider it. However, the evidence given by those gentlemen would seem to indicate that salary revision is something which could be and should be attempted at once, one suggestion made being that a certain percentage should be added to the salaries of all those in the service. This, it appears to us, would be a very unsatisfactory and unscientific method of handling the matter. Inconsistencies of salary ranges throughout the service for classes of positions comparable as to qualifications, responsibility, and volume of work are numerous. Increasing those salaries by any percentage, while, of course, adding to the money in the civil servant's pocket, would simply accentuate those inconsistencies and would put us farther away than ever from a lasting settlement of the salary problem. Illogical as the present bonus system is and inadequate as it is in amount, yet its continuation until the salary revision matter can be approached and solved thoroughly and in its proper place, seems the only solution. Salary revision, in our opinion, comes last in the three great features referred to. First comes reorganization of the work of the departments, second comes the reclassification of the personnel of the various departments to handle that work, then, third, comes salary revision, in connection with which the various services and grades appearing in the simplified reclassification would have allotted to them adequate salary scales after due comparisons of their relative duties, qualifications and importance, and using as the foundation of this ascending scale the granting of such minimum wage to the humblest public servant as will permit of his living in decency and self-respect.

"We have said above that permanency of position is essential to efficiency. It is equally true that special reward for special effort is essential. The present rigid classification does not permit of this. A civil servant performing his work in a routine, uninterested manner goes just as far as the one who devotes all his energy to his duties, is full of interest, initiative and enthusiasm.

"We propose to reward the latter class and instill the same spirit throughout the service by providing, in the salary ranges of most grades of most services, an "extension range," which is not to be regarded as a promotion and hence requires the establishment of no new position. This would be granted upon departmental recommendation. It would, we submit, stimulate ambition and effort from the day of entering the service.

[F. W. Patterson.]

"*Salary Revision and Superannuation.*—We have not noted, in any of the evidence given before the Committee, that the necessity of salary revision in the service is questioned. It must be remembered, however, that any superannuation scheme to which the Government contributes, and it would appear that some such scheme is being considered at the present time, and certainly is being strongly advocated by the service, is, to a certain extent, a salary revision, viz., in so far as the Government contributes to the scheme it is, to that extent, and in that particular way, adding to the salary of the civil servant. True he does not receive that addition from month to month and from year to year, but possibly it is better that he should derive benefit from it when no longer able to continue his work in the service. In considering salary revision, therefore, the matter of superannuation contribution from the Government must be considered.

"(4) *Superannuation.*—This organization submitted to the Premier a year ago the draft of a superannuation bill, which we trusted might be of assistance when the question of superannuation should be given the attention of the Government and recently we had the honour of taking the matter up with him again. Not as evidence, since we presume that the question of superannuation, except in a very general way, does not come within the scope of the duties of this committee, but merely to add completeness to this memorandum, we attach herewith a copy of the draft of the superannuation bill referred to. We need hardly say that we consider it fair and complete, making provisions for deductions from the salary of the civil servant and contributions from the Government. It also provides for continuation of superannuation payment to the family of the deceased civil servant, as long as the said family remains in dependent circumstances.

"In the above sections we have endeavoured to indicate the causes of the present confusion and unsatisfactory condition of affairs in the service and what must be done to remove these causes. The question may be asked: 'Granting the statements you have made in this regard, what have you to suggest as to machinery for carrying on the day by day administration of the service, if these present and vital defects are remedied?'

"Replying very briefly in this memorandum to the above question, one need only say that surely the machinery which we propose for remedying vital defects will, if found satisfactory for that purpose, be also found the most satisfactory for carrying on the federal service efficiently after these defects have been remedied.

"(1) The machinery, which we term the joint council plan, after it has proved itself efficient in reorganizing departmental work, will surely prove itself equally efficient in seeing to it that the reorganized work continues to be carried on according to plan.

"(2) The joint council which evolves a simplified classification of the personnel of that service may surely be safely trusted with the future administration of that personnel; and, in the third place, the joint council which has worked out a satisfactory scheme of salary revision may be safely entrusted with the duty of handling salary questions in the future, involving in this regard both the salaries of new entrants to the service, increases of salary and promotions.

"Taking up, then, just in a few words, the three great features of day by day personnel administration, we would say:

"(1) As to appointments to the service, it is our opinion that in any but routine clerical positions, that is, for all appointments requiring special training, involving special responsibility, or the performance of special duties, these appointments should be made by the departments interested, following out, as to classification and salary ranges, the uniform classification and salary schedules set out for such classes of employees by Parliament as a result of the revision of classification through the method above indicated in this memorandum, and that in this matter of appointments, the Commission act (1) as a central registry bureau wherein a record of such appointments, giving dates, salary, titles of position, etc., are recorded. (2) As an employment agency, to be consulted or not as considered desirable by the department concerned, and to be always at the disposal of any department to aid in securing the best appointees.

"(2) Promotions: Departmental recommendation for promotion to be the controlling factor, but the services of the Commission to be available should the department interested desire their report as indicating that such promotion is warranted.

"(3) Dismissals: While on the one hand the full control of chief officers of any department over their staff must be established and protected in so far as no political influence is to be permitted to interfere with the dismissal of an unsatisfactory employee, yet on the other hand the employee must be protected against arbitrary or unjust dismissal. One of the functions of the joint council is to serve, when occasion arises, as a trial board to hear cases where an employee appeals against discipline or dismissal by his chief officers. To avoid deadlock in such cases, where possibly the official side of the council might make one recommendation and the staff side another, it is, we think, important and necessary that provision be made for the appointment of a judge similar to an exchequer court judge, who would give his opinion, and when, asked, render judgment, upon cases of this kind referred to him.

"To sum up, then, the duties of the Civil Service Commission in the new scheme would be (1) to act as an employment agent where desired, that is, where the department could not locate a suitable man and desired advertisement made; (2) to hold examinations for routine clerical positions; (3) to act as a registry of all appointments, promotions, dismissals, etc.; (4) to supply investigators in cases where a department or council request the services of such; (5) to act as expert advisers at meetings of councils to indicate what action was permissible under the then existing Civil Service Act and what amendments to the Act would be necessary to legalize action desired by the council, so that the proper recommendations may be made to Government.

"In a word their function would be to act as adviser and assistant to promote the smooth functioning of the joint council scheme in so far as it affects the personnel of the federal service.

"(2) *The Remedy and Method—Joint Councils.*—The Associated Federal Employees of Canada, whom I represent, are glad to see, from the evidence submitted by the officers of the other organizations, that these organizations have at least seen their way clear to agree with the policy advocated by us since 1920 for the establishment of joint councils in the service, as providing the machinery for co-operative effort among all classes of the service from the highest to the lowest towards the solution of civil service problems, difficulties and grievances and toward the attaining of maximum efficiency in the service. We shall not attempt here to go into details as to the organization of joint councils. We are

attaching hereto, copies of a draft constitution prepared some time ago by our organization, covering the establishment of Joint Councils and we are prepared, in evidence, to give such further information as to the details of these as may be desired by the Committee.

"Briefly, the joint council plan provides for the administration of the civil service by people who know, instead of by people who do not know. First, reorganization of the work of the departments referred to above, would be one of the subjects of study and recommendation by the joint councils. Second, the consequent reclassification of the service would be another matter of study and recommendation as also would, in the third place, salary revision.

"The branch joint councils would deal with these subjects as they affected their various branches. The departmental councils would collate these branch recommendations into a departmental plan and recommendation and the inter-departmental council would, in turn, collate these departmental recommendations and plans into an inter-departmental recommendation and plan covering the whole federal civil service, all of its activities and all of its personnel. Such a plan means the breaking up of the whole vast problem into a number of small units, each for consideration by the man best acquainted with the possibilities and needs of these units and then the gathering together and harmonizing of all these smaller and detailed plans into one well-knit-together whole. A moment's thought should convince any one, we think, that this is the plan most likely of success. It is surely superior to the importation of gentlemen from Chicago to put the Canadian service upon an efficient basis. It is just as surely superior to the present system, where, in many of the most essential features necessary to simple and efficient administration and maximum results, the men responsible for efficiency and results are at the mercy of a Commission unacquainted with departmental problems and possibilities and comparatively irresponsible for departmental results.

"The above memorandum is to be taken simply as a very general statement of our views as to the anomalous and practically impossible situation which at present exists and as indicating the broad lines of the plan we advocate in any attempt to remedy this situation.

"More detailed points with regard to these features of criticism and recommendations will, we trust, be brought out in evidence.

"(Signed) H. C. HOUSE,

"President, Associated Federal Employees of Canada.

The ACTING CHAIRMAN: There is a draft of the Act respecting superannuation and retiring allowances, and perhaps it could be put in as an appendix.

Mr. SHAW: I think there is another document.

The ACTING CHAIRMAN: Mr. House will hand in the draft constitutions for joint councils.

Mr. SHAW: In order that we may ask our questions intelligently, we should have some of the provisions of those schemes before us. These gentlemen could give their evidence to-day, and then at the following meeting we might have an opportunity of questioning them upon those proposals, and we could then intelligently examine them with regard to the details.

By the Acting Chairman:

Q. You have not anything else to produce at the moment?—A. Yes, I would like to take up the main points in this memorandum.

APPENDIX No. 5

By Mr. Simpson:

Q. The main points referred to would be covered in the statement which has been submitted?—A. What I propose to do now is to take them up point by point in order to more fully explain them, or to bring up evidence in support of them as may be required in reply to questions, so far as I can. The first point that I wish to take up is perhaps the most important one.

Mr. PARENT: Would it not be better to have all the documents referred to printed with the evidence given to-day so that we will have a complete statement so far as Mr. House is concerned?

The ACTING CHAIRMAN: He says he has nothing more to read.

Mr. SHAW: Why not allow the witness to go through his statement now without interruption, and then we can question him later on?

The ACTING CHAIRMAN: It is only a question as to whether there is time before adjournment.

By Mr. Chevrier:

Q. If I understand you, you have made allegations in this statement here, and you want to take them up again, allegation by allegation, and as you go along submit written evidence or oral evidence to back up the statements you are making there?—A. Yes, that is it.

Q. Then I would move that Mr. Patterson be ready at the next meeting to take up his statement point by point, and if he wants to amplify it, he can do so either by exhibits or by word of mouth.

Mr. PARENT: In the meantime, if we can have those papers filed to-day they would be printed more quickly.

The ACTING CHAIRMAN: The statement which he has now read will be printed, but he is not ready to read anything else.

Mr. SHAW: Are we going to hold another meeting to-day?

The ACTING CHAIRMAN: I think we had better put it off until to-morrow morning.

Mr. HOUSE: Probably I had better give you our charts, our draft and constitutions. You will be in better position to ask questions.

Mr. PARENT: I would like to make this motion before we adjourn. I believe Mr. Rinfret will probably second it. I would like to move for the production of papers relating to the classification of the following persons.

(1) Miss Corinne Dorio, Clerk Stenographer, Public Works Department, Quebec.

(2) J. E. Gagnon, Civil Engineer, Department of Public Works, Quebec, said papers in the possession of the Civil Service Commissioners or the Engineers Branch, Department of Public Works, Ottawa.

Motion agreed to.

Mr. SHAW: I would move that the report of the deputy ministers made to the Cabinet regarding the Civil Service, referred to by the Prime Minister in his address before the House be made available to members of the Committee.

Motion agreed to.

Mr. CHEVRIER: I asked the Civil Service Commission to produce a list of the advisory boards, and I have not been furnished with that list yet. I also

asked with Mr. Brown for a complete set of examination papers held in connection with the seed grain examination, and that has not been produced yet.

The CLERK: I wrote to Mr. Foran and I wrote to Mr. Breadner, and they have not sent them in yet.

The Committee adjourned until April 11, at 10 o'clock a.m.

The following documents were filed and ordered to be printed as an appendix:— (See Appendix—Exhibits G, H, H1, J, J1)

WEDNESDAY, April 11, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., the Chairman, Mr. Malcolm, presiding.

Mr. F. W. PATTERSON recalled and further examined.

The CHAIRMAN: You were giving your evidence yesterday, Mr. Patterson, and you wish to proceed further to-day.

WITNESS: Mr. Chairman and gentlemen, yesterday I finished reading the general statement as to what steps were required in the opinion of the organization to which I belong, to increase efficiency in the civil service. With your permission, I would like to go back over that statement and present further detailed statements, something in the nature of evidence on the points taken up in that memorandum. After I have presented what I think are the various points, of course, I will answer any questions that may be asked, to the best of my ability; and if there are any other points that you wish me to take up, I will do the best I can. I would just like to say a word stressing something that I said yesterday. You will see seven or eight lines down in the memorandum that we say:—

> "We wish to state clearly that the recommendations made are not to be regarded as supporting any return to undue political influence."

I just wanted to stress that in a word. The recommendations we are making, will, we think, facilitate greatly the operations of the present Civil Service Act, making towards greater efficiency in the service. However, we would not make these recommendations if we thought that by making them, or by their adoption, they would leave the service unprotected against any possible undue influence, either political or otherwise. We feel sure that with the safeguards under which we are recommending those improvements, there is no possible danger of that.

By Mr. Shaw:

Q. What do you mean by the word "undue"?—A. Because we ask for, and hope for the greatest possible co-operation and help—

Q. My question was, what do you mean by "undue"?—A. I am explaining it. We look for the greatest co-operation and help from members of Parliament and others to secure the best men for the service.

By Mr. McBride:

Q. How do you expect a member of Parliament to interfere with the Civil Service Commission?—A. It was not to interfere, it was to help in the new or amended plan of operating the Civil Sevice Act which we recommend.

Q. How can I—?—A. You, in your constituency might know a very good man to fill some position in that constituency, or elsewhere, as far as that goes. If so, the department would be glad to have your recommendation.

Q. Would that not be getting back to the old patronage system?—A. No, I do not think so. You would not be exercising any power or pressure which you might possibly have as member of Parliament to insist that that man be appointed, you would just be recommending him to the deputy minister as, in your opinion, a very good man for the position.

Q. To the deputy minister, not to the Civil Service Commission?—A. Not to the Civil Service Commission.

By the Chairman:

Q. Mr. Patterson, let me ask you this. I was not here yesterday, and I am probably at a disadvantage. In this recommendation which the members are discussing with you, what does this pertain to, appointments of all classes?—A. Yes, appointments to anything but routine clerical positions, which we consider might well be left under the Commission, and be made the subject of competitive examinations.

Q. In other words, you are only recommending non-competitive positions? —A. Yes, practically all special positions.

Q. And it is in these non-competitive positions, that is, positions which do not permit of competitive examination, that you say you would like the assistance of Mr. McBride or the other members?—A. Yes.

Q. That is the only class you refer to?—A. That is the only class.

By Mr. Garland:

Q. Can you do that now, can a member of Parliament not write a letter recommending a man now?—A. Yes, of course he can, but such letters, I presume, would be sent to the Commission, they having the power of appointment. What weight they have, I do not know.

Mr .GARLAND: There is no reason why a letter to the Commission should not be from a member of Parliament.

The CHAIRMAN: No.

By Mr. Shaw:

Q. This would be exactly the same system that obtained prior to the Civil Service Commission. That is, the members would recommend to the minister and the minister would call upon the deputy to make a certain appointment if he saw fit?—A. It would be practically the same in that regard, not in others.

Q. I am just talking about that thing; it is a return to the old system as far as that is concerned?

Mr. PARENT: Not necessarily.

Mr. CHEVRIER: I would suggest, Mr. Chairman, that Mr. Patterson be allowed to go on and make his statement, and if that is not satisfactory, we may examine him. We will get nowhere with this now.

By Mr. Shaw:

Q. I simply asked a question for information: I wanted a definition of the word "undue." I was wondering why you put the word "undue" in at all, why not leave that out?—A. I have given you my explanation of due influence, and by eliminating due influence, the rest is undue. It is a process of elimination.

The first main point I have is the simplification of classification. Now, as to the necessity for that, I might refer you to part of the speech made by the Premier, appearing on page 585 of Hansard, under date of February 22nd, The Premier quotes sections from the report of the deputy ministers on classification. Is it necessary for me to read that? Possibly I had better. He quotes section C. (Reads):—

"The Civil Service Commission has provided a complicated classification which, besides being a positive hindrance to effective administration, requires special study properly to understand. This is more especially illustrated in the case of clerical assistance, which is sub-divided into scores of special classes, the qualifications for many of which are practically the same, i. e., the incumbent of any of these might readily perform the duties of the other clerical positions.

Your Committee considers,—

"That this complicated classification should be repealed, and that the Civil Service be divided into a number of classes on lines similar to those established by the Civil Service Act of 1908 or 1918."

By the Chairman:

Q. Is it not so, Mr. Patterson, that the statement saying that the Civil Service Commission created this classification is incorrect? The Civil Service Commission, as I understand it, are simply administering a lot of classifications created by the Arthur Young Company.—A. Of course, in the first instance, they were created by the Arthur Young Company, sir, but they were revised by the Civil Service Commission and Boards of Hearing, afterwards.

Q. Has it not been shown that the Civil Service Commission have been trying to simplify it? I think we had it from Mr. Foran.

Mr. SHAW: Yes, the classification was by order-in-council, if my recollection is right.

Mr. CHEVRIER: But, in fact, the Civil Service Commission adopted that child and now they say they are trying to bring it up in a proper way.

The CHAIRMAN: Yes, I think we all pretty well agree on that.

Mr. CHEVRIER: But the Civil Service Commission have to take the onus of that; it is their child.

The WITNESS: This is the result, sir—.

Mr. MARTELL: Would it not rather be that the classification was put on the Civil Service Commission to administer and that they had to get some way of making it workable?

The CHAIRMAN: Yes, I feel that we are all pretty well agreed that the classification is complicated, and the Civil Service Commission had it handed to them, and they also admit it, and are trying to simplify it.

The WITNESS: If I might put in this piece of evidence; I believe we had the organization branch, by Mr. Putnam. I notice he said—this is from No. 2, page 72. Mr. Putman states the Commission has abolished 158 classes, that is classes formed by the Arthur Young Company, but they created 587 new classes, so there are now 2,204 instead of 1,729, so it would seem as if the attempt to simplify had not gone very far yet.

By Mr. Shaw:

Q. You do not seriously present that, do you, Mr. Patterson, to this Committee?—A. Yes, of course.

Q. Is this not the situation, that a classification was imposed that was absolutely unworkable, and in order to make it workable in many cases new classifications had to be provided?—A. I do not see why that was necessary.

Mr. SHAW: Mind you, I am quite satisfied that the classification is unsatisfactory; I do not think there can be much doubt about that. I do not know what the Civil Service Commission would say, but I imagine they would say so also.

Mr. PARENT: You would agree with Mr. Patterson?

Mr. SHAW: No, I do not. He seems to desire to put the blame where it should not be put.

Mr. CHEVRIER: Where do you put the blame?

Mr. SHAW: This is not the time for argument, but I have no hesitation in saying, if I understand the facts aright, that this classification was drawn up by the Arthur Young Company, and imposed on the Civil Service Commission by order in council, and they were asked to administer it. They took this thing and found it unworkable, and it was necessary, to do justice, that other classes be made and developed. Some were abolished.

Mr. CHEVRIER: I agree to that, but now what is the trouble? We are all agreed it is unworkable, are we not?

Mr. SHAW: No, we are not agreed as to it being unworkable in the present form, the way it is going.

The CHAIRMAN: I think you will all agree it is subject to revision, and we might continue with Mr. Patterson.

The WITNESS: Passing over that matter, I have here some more detail notes on classification as it now stands. I have collected a number of instances of classification of the various classes. This collection is, by no means, exhaustive. There may be a great many others. I did not go, for instance, into the classes which come under the heading of technical people, with the exception of three or four instances which I knew of, in the branch in which I am employed. I did not go into the post office, the railway mail or the customs, because they can present their own views. Taking up first the clerical service, this seems to us to be altogether too complicated. It contains a lot of general classes which might be combined into a fewer number and there also we see a number of special conditions, which might be placed in one or the other of the general classes. Taking the following positions under general classes, we have, starting at the lowest grade of clerical service, at a salary of $600 to $900. We have junior account clerk; junior clerk; junior clerk stenographer; junior clerk typist; junior file clerk; junior currency clerk; junior statistical clerk; junior stores clerk; junior supplies clerk. Now take the higher salary range; we have junior audit clerks; junior clerk book-keeper; junior stenographer book-keeper; junior engineering clerk. The above are all juniors. Now you come up a grade and we find that the same complex state of affairs is repeated at higher salaries. You have the range from $960 to $1,260; account clerk; audit clerk; clerk; clerk stenographer; clerk typist; currency clerk; currency teller; file clerk; information clerk; statistical clerk; stores clerk; supplies clerk at $60 higher; clerk book-keeper; law stenographer book-keeper. Going up to the grade of senior clerk, you have practically the same complicated state of affairs. In the clerical service, head clerk $2,400 to $2,880; chief clerk $3,000 to $3,600. This does not have so many subdivisions, but there are a number of divisions in these classes which may well be called head clerk or chief clerk. Why cumber up the classifications with these special positions? Now, in the examination of the classification book, I have the sheets here that represent the definition of the classes and the definition of the duties of most of the positions in those grades. You will find that the duties differ according to the different post to be filled. A young man or a young woman coming into the service with a fair education could fill those positions very well, that is, a person who comes in after having passed a fair examination. Now the position of junior account clerk, junior clerk, junior file clerk, stores clerk, supplies clerk and statistical clerk, with six months training, which they are allowed under the Act, you can never tell one from the other. Why not combine all

these and say "junior clerk and junior clerk stenographer," if you require it to cover the stenographic servant. Why split the thing up and say "junior clerk and junior clerk typist?" That is, a person who does not know stenography and another class of junior clerk stenographer who knows stenography, while a junior clerk is paid $600 and the junior clerk stenographer $600 and the junior clerk book-keeper $660. Why should an elementary knowledge of book-keeping add $60 to the salary while a knowledge of stenography does not add a cent.

By Mr. Hughes:

Q. In the case of a young man or a young woman entering these classes, do they refuse to perform the work in another class?—A. I have never had them refuse.

Q. Is there any trouble in that respect?—A. I know they enter the service. Of course the advertisements—I think in fact the classification states the work that is required of them. However, they enter the service under certain specific classifications at a certain salary. They know that any additional duties they take on, unless it involves promotion—any additional duties they take on in their present position do not earn them another cent. That is, if I come in as a junior clerk and I happen to have a little knowledge of bookkeeping, which my chief wants to take advantage of, by having me do a little additional work, I would come to him in a month and say I would like that $60 additional. There is always that tendency. There is also the danger of that clerk coming to the chief and saying " I have all the work I can do as a junior clerk. There is also a certain amount of bookkeeping to do and we ought to have a junior bookkeeper as well ". Whereas if a person were brought in as junior clerk and he devoted what ability he had to clerical work in that office without this detailed minute classification and I think we would get very much better result. That has been brought out in the evidence from the Commission. It is in Volume 2.

By Mr. Garland:

Q. Do you say these classes are over-manned?—A. I am not sure, but there is a danger from that. I am only speaking for my own branch. I would not say we were over-manned there.

By Mr. Shaw:

Q. What branch is that?—A. The experimental farms.

Q. Do you suggest there is no over-manning in the organization at all? —A. We make no statement whatever.

Q. Have you any knowledge of it?—A. I have no knowledge of it, nor has our organization told me we are, but I say there is a danger of it.

Q. Have you made any investigation along that line?—A. I cannot say definitely that we have along that line.

Q. Why not?—A. Because I do not think conditions in the service would permit of investigation at the present time. Until we get the work organized, you cannot tell whether the service is over-manned.

By the Chairman:

Q. Do you suggest that if the classifications were simplified it would then be easier to tell whether they were over-manned than it is to-day?—A. Our plan is this: we make a comprehensive study under our joint council plan of the work of each department, then comes the point of ascertaining through the same system what staff is required to carry on that work to the best advantage. Then you know your work. Then you know your man, that you want to do that work. Then you can easily tell whether you are over-manned or not over-manned and until you have a clear conception of that work and a clear concepetion of what is required to carry it on, you cannot tell whether you are over-manned or not.

APPENDIX No. 5

By Mr. Chevrier:

Q. Is it not a fact the whole trouble was that your classification was proceeded with before reorganization?—A. Yes.

Q. If organization had taken place before and classification after, you would not have the mess we have to-day.—A. You cannot reclassify until you know exactly the job you want to do.

Q. The Act of 1908 stated that the part that the Commission should proceed with, was to reorganize the departments and reclassify them?—A. Yes.

Q. Under the law of 1918, they proceeded to classify before reorganizing? —A. Yes. We claim of course it would be impossible for the Commission to reorganize the service because that is based on reorganization, a work which can only be carried on by the people who understand the work.

By Mr. Shaw:

Q. You suggest in these cases the Commission are incompetent for this purpose? —A. I do not use the word " incompetent " in any offensive sense.

Q. It is suggested in your memorandum they are unfit, if you like, for that task.—A. If you were to ask me the question I would say I was incompetent, not competent.

Now going back to this very simple and lowly class, earning from $600 to $900, and really the service contains a larger percentage almost of them than any other class I have indicated, we have wondered why it was that a junior clerk-stenographer should get from $600 to $900, while a junior clerk-bookkeeper should get $960, that is, a knowledge of bookkeeping adds $60 to the value of a junior clerk.

How is anyone able to accurately value services in which there is a difference of $60 between these two classes? The Arthur Young Company, the revising board commission and the board of hearing seem to have overlooked entirely this class; this class seems to have been overlooked, yet it is a combination of qualifications which in a small office and in a junior position might very possibly be required. The same remark applies to the higher grades of clerk-bookkeeper, stenographer, bookkeeper, and clerk-stenographer.

On examining the duties and qualifications of many of these positions, one is led to the conclusion that surely the classifiers must have formed all these different classes and grades and then tried to arrange definitions of duties and qualifications to fit them. In a large number of cases, the differences are so small as to be microscopic, and when we come to consider the different grades of a position having precisely the same duties, such as junior-clerk, clerk, senior clerk, principal clerk, head clerk, chief clerk, etc., this is particularly manifest.

Again, it is a remarkable thing that with all these extremely fine definitions as to the clerical service, it never occurred to the classifiers or to the board of hearing that a bilingual clerk or clerk-stenographer was more valuable than one knowing only the one language. There is no class of clerical employee more keenly in demand and more rarely found than a clerk efficient in both languages; yet this does not seem to be recognized to the slightest degree. There is no provision made for extra salary payment for anyone in the clerical service having command of both languages. A few people can possibly use a little English and a little French, but to be absolutely competent in both languages, to take dictation, to type letters and to translate letters, such people are hard to get, yet they do not get one cent for their knowledge of both languages. That seems to be a very important point, one that should be adjusted, but which seems to have been overlooked in the classification entirely.

There is another point in connection with this complicated clerical classification, that is, the difficulty in saying just where a position should be classed. The deputy ministers refer to it as being complicated and hard to understand.

There are a great many positions in which a deputy minister is at a loss how to make an application or for the creation of a position of principal clerk or head clerk, because the duties and the responsibilities are so similar. If I can find one I will read it to you.

"HEAD CLERK

"Definition of Class:

> "To perform independently important clerical work requiring a high degree of specialized knowledge, ability, and long experience, or to supervise a fairly large group of clerical employes engaged in clerical work requiring considerable knowledge of clerical methods and some specialization, or to supervise a very large group of clerical employees engaged in simple clerical work, or to take charge of a considerable administrative unit, requiring the exercise of a high order of independent judgment and discretion."—

The salary range in this case is from $2,400 to $2,880.

There is also a chief clerk, with salary ranging from $3,000 to $3,600, whose duties are:—

> "To supervise a large group of clerical employees engaged in clerical work"—

The head clerk is to supervise a "fairly' 'large group of employees. Who is going to draw the dividing line between "large" and "fairly large"?

By Mr. Shaw:

Q. Is that the duty of the Civil Service Commission, to dispose of that under the law as it is now?—A. Suppose the deputy minister figured that they required a new position in one of the branches of his department, a requisition is made, for that position, and he would say, "What do I want a head clerk or a chief clerk for, the duty this man is going to perform is the same, falling under one class or the other, and which grade will he be in?"

Then there is another temptation to a clerk. After he has been in the service a while, he reads these definitions of his duties; he would like of course promotion possibly into the next grade; he says to himself that his work is possibly not very complicated or very specialized, he reads a little further and sees the words, "to supervise a small group" or a fairly large group as the case may be, of employees, and he thinks if he can get a few more men under him in his office he can put up an appeal for promotion, that is, on the creation of a higher position. I do not say they do that, but there is a temptation to do it.

By Mr. Garland:

Q. You do not know that that has been done?—A. No, I would not say that it has been done, Mr. Garland. In connection with the recommendation that this complicated system be done away with and something more simple put in its place, I think there should be a slight change, or more than one slight change in the character of the examinations set for clerical appointments. While I do not believe in going to extremes and examining a clerk on greek, latin and algebra for filling a junior position, yet I think we should demand a higher standard of general education or schooling as we call it, and that there should be less emphasis placed upon former experience.

Former office experience does not count for very much when a person gets into the government service; in fact in a good many positions it counts as a drawback, because government procedure or government routine makes former experience of little value, and sometimes a detriment.

By Mr. Shaw:

Q. I would like you to elaborate that a little. You said that former experience was a detriment, in the government service. Will you elaborate that?—A. Former office experience may be of little benefit, and may be a detriment.

Q. Do you mean to suggest that business experience gained in an office in the outside world is a detriment to effective service in the government departments?—A. I did not say a detriment.

Q. I want to get at your ideas.—A. I can only repeat the words I said. I said it was of very little benefit, and possibly a detriment.

Q. I would like you to elaborate that still further.—A. I am still discussing the junior grades. So that the office experience a person had had outside the Government would be very limited, very elementary. Then coming into the government service, the methods of office procedure and routine are so different that that former very elementary and simple experience would be of little value, and possibly a detriment, that is, they would have to unlearn a great deal they had learned before.

By an Hon. Member:

Q. Do you not think a typist would gain valuable experience in the outside world?—A. The ability to take notes would be an advantage, but at the same time the rather slapdash concentrated office system of carrying on business correspondence does not apply. You will understand what I mean. Government correspondence is usually expressed a little more smoothly and elaborately.

By the Chairman:

Q. You do not suggest that the typist does the smoothing out?—A. In a great many cases you find them doing a great deal of it.

Q. Are you suggesting that the speed an office man acquires in private industry is a detriment to those engaged in the government service?—A. No, sir.

Mr. CHEVRIER: He is not referring to that class now, he is referring to the very smallest grades in the service. He is not referring to the clerical positions in the higher offices.

WITNESS: These people in the outside staffs have been given very simple tasks. When a junior stenographer is sent into a government office, where she is receiving difficult dictation, not at a high speed but full of semi-administrative terms she never heard before, you can readily see what use her former experience is to her.

By an Hon. Member:

Q. You mean to say, supposing a girl came into the service as a junior clerk-stenographer, who had worked for Mr. Shaw in his law office, probably the most technical sort of work, put her into the Department of Justice, would she not be the better for that experience?—A. No doubt she would.

By Mr. Chevrier:

Q. That would be a junior clerk. Do not let us get away from the point; Mr. Patterson is discussing the smallest grade of clerk.—A. When he gets to the higher grade he may have something a little different. We have in the experimental farm service a number of divisions; it is divided into some thirteen divisions where the correspondence is both technical and administrative. We have a number of junior clerk-stenographers sent out to these various divisions, and the first day they are there, they take technical dictation in different lines of agriculture.

By the Chairman:

Q. The whole point is, you believe in a higher standard of education before they come into the service at all?—A. I believe in that. Their previous business education is of very little advantage to them. Higher education is what I am asking for.

Getting away from the clerical service, perhaps I had better take up the editorial service. The classification covering the different grades or positions in what is known as the editorial service are attached hereto, or I have them before me. The positions noted are as follows: editorial clerk, editorial assistant, assistant copy editor, assistant editor, copy editor and editor. There are strong similarities among the duties of these positions, indicating that in this service also the various definitions are not mutually exclusive and are not sufficiently differentiated. It is also clear that possibly with one or two exceptions any man having some training in proof reading, general editorial and printing work, would be just as competent to fill one as the other, with a little more government training, which would be necessary in any case. It might also be noted that the position of editor, $1,800-$2,160, with certainly a much higher class of duties, calls for university graduates or its equivalent, while a copy editor at a higher salary range, $1,920-$2,400, and with simpler and less responsible duties, calls for a high school graduate only.

By an Hon. Member:

Q. Maybe he has less work to do?—A. It is a higher class of work, and we must presume that his time is fully employed.

By Mr. Rinfret:

Q. He must use more intelligence.—A. Another similar case is that of the statisticians. It will be noted under classification of statistician that the grade calls for education equivalent to graduation from a university of recognized standing. The next higher grade is senior statistician, with a salary range of $3,240 to $3,960, but calling only for education equivalent to high school graduation and preferably university training. There is not enough difference between those two positions to warrant their existence. Our plan of classification is in a general way following the United States plan.

By Mr. Shaw:

Q. Applying definitely to this particular ideal mentioned?—A. I simply point out the anomaly that the higher classification calls for lower education, and that the lower classification calls for the higher education, while there is practically no difference between the duties.

I have it here. Here is the definition of the work of the statistician, which is the lower grade of the two.

"Statistician.

Definition of Class

"To perform independently or under direction important statistical work requiring a high degree of specialized knowledge and ability and long experience in the compilation, correction, checking, and tabulating of statistical data. In some cases, personally to compile statistics in the field; to supervise the work of statistical clerks of various ranks; and to perform other related work as required."

Then there is the following definition of class in the case of the senior statistician.

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"To perform independently important clerical work requiring the highest degree of specialized knowledge, ability and long experience, involved in the compilation, checking, correction, and tabulation of statistical data, or to supervise, direct and instruct a large group of employees engaged in clerical work requiring considerable knowledge of statistical methods, in some cases to supervise personally the compilation of statistics in the field; and to perform other related work as required."

In the case of the statistician the qualifications call for an education equivalent to graduation from a university of recognized standing, while in the case of the senior statistician, they require an education equivalent to high school graduation and preferably university training. One may find differences in the expression in English, but when a man studies these for practical direction as to classification, he would find it very difficult to differentiate. Then we have a number of inspectors, and I may in a general way call attention to the differences there. We have a veterinary inspector, a canning inspector, an egg inspector, a fruit inspector, a herd inspector, an inspector of dairy products, an inspector of fish canneries, an inspector of fish curing and packing, and an inspector of foods, drugs and fertilizers. Of course, these men must have different qualifications, and different duties, but one would think that they could better be divided into two or three grades, and then when an advertisement was published for any of the positions, a man would know just what was wanted.

By Mr. Shaw:

Q. Do you suggest any classification in lieu of this?—A. No, I would not attempt to do that. There are still some other inspectors. There is an inspector of fog alarms at a salary of $1,260 to $1,620, and there is an inspector of gas buoys at the same salary. One would think that the duties of the inspector of fog alarms could be combined with those of the inspector of gas buoys.

By the Chairman:

Q. You recommend that there might be one mechanical inspector?—A. Yes, something of that kind, with a more specific definition of duties. There is a senior inspector of fog alarms, and an inspector of lights, and so on. Here is rather an interesting thing in the classification. There is a position of buoy foreman on board a vessel, looking after the gas buoys and replacing them or repairing them and so on. The line of promotion indicated to him is third mate on a service steamer. As a gas buoy foreman, he is supposed to have a primary school education, and when he gets that position, he is told that his line of promotion is third mate. As third mate he has to understand the compass, and the sextant, and he has to be able to take solar, lunar and stellar observations, whereas as gas buoy foreman, he is simply supposed to have a primary education. It is like telling a clerk entering the service that his line of promotion is to deputy minister. It is absurd.

Mr. McBride: I would not think so. I think that from practical experience he would promote himself.

Witness: Of course a man can work himself up, as I say, a clerk might enter the service and say, "I am going to be deputy minister before I quit," and work himself up. But it can hardly be indicated as a technical line of promotion; it is too long a line.

By Mr. McBride:

Q. I have known men who could hardly sign their names, but who went to sea as deck hands, and now they are in charge, and have passed their examinations.—A. That may be, but the line of promotion is too long. They might say to a man entering the service, that with a certain amount of experience and good service, he can be promoted. If we take the case of a man in the experimental farms branch who enters as a herdsman, we might say to him that after a few years of good service, we can promote him to the position of head herdsman. That would be a logical promotion, and something to which he might look forward; but that is altogether different from telling a gas buoy foreman that his line of promotion is to third mate.

By the Chairman:

Q. What is the qualification of a third mate, educationally?—A. He must understand the compass, and the sextant, and be able to take solar, lunar and stellar observations.

Mr. MARTELL: Many of the ship masters to-day have not more than a primary school education.

Mr. SHAW: I think a man can easily learn to use the compass.

The CHAIRMAN: A third mate may only have a primary education, but the use of the sextant and compass is easy to acquire if a man is constantly on a vessel. I agree with Mr. McBride that through practical experience on the ocean some of the best navigators have acquired their knowledge of how to use the sextant and compass.

Mr. SHAW: A very large proportion of the men who were in France used the compass, and had never seen a compass before they went overseas. It does not require any special training at all.

Mr. MARTELL: The average man who goes to sea can hardly read or write, but he works along and in a few months sometimes he gets his certificate as master or mate.

WITNESS: I have submitted the point, that is all. The next classification to which I wish to refer is that of the library branch. We have a library assistant, $960 to $1,200; a junior departmental librarian, $1,020 to $1,260; a departmental librarian, $1,320 to $1,680; assistant librarian, $1,320 to $1,680; assistant librarian, $1,800 to $2,400; and a cataloguer, $1,800 to $2,400. I have here copies of the definition of the duties and qualifications for the positions, and again the classification seems mutually exclusive, unnecessarily complex, and the definition is not sufficiently differentiated to enable the accurate placing of people in those various positions. A couple of simple grades would cover this whole service.

By Mr. Parent:

Q. For those positions in the library, is a knowledge of both languages required?—A. It is not so specified. There is a lack of that practically all through. Now, as I said, I do not wish to give any evidence generally on the technical service. However, there are a few cases in the branch in which I am employed, and perhaps I might mention them. We have there a number of divisions of the work, thirteen all together. There is a technical head of each division. The head of the division of botany has a salary range of $2,880 to $3,360. This same range is given to a number of other technical officers having the same status and similar duties of research in connection with agriculture. The Dominion chemist, however, in the same branch and with similar duties of research in agricultural chemistry, has a salary range of $3,300 to

$3,660. That is to say, he starts almost where the others leave off. The chief assistant to the Dominion botanist has a salary range of $2,400 to $2,760. The chief assistant to the Dominion chemist has a salary range of $2,700 to $3,180. The chief assistant to the Dominion horticulturist and to the Dominion poultry husbandman has a salary range of $2,400 to $2,880 in each case.

By the Chairman:

Q. Is it not true that in cases such as you cite, the difference between the salary of a botanist and a chemist is very largely due to the fact that a chemist has many more opportunities in industry to get a higher salary than a botanist has? Is it not true that there are positions where the Government can employ efficient men at the salaries stated simply because the demand for that class of technical man is so great outside that it has set a standard, and that there will always be inequalities in regard to technical men due to the fact that certain classes are in demand?—A. Yes, that of course might effect it, but it is not the case in this instance. The chemists are fortunate in having a chemists' society or organization in the service, comprising the chemists throughout the whole of the service, not only in one department, and they were able, I believe, to mak such recommendations as got a higher salary range for that service throughout the service. Consequently, the chemists on the experimental farms benefited thereby, whereas the botanists did not have that opportunity and suffered from it.

Mr. GARLAND: I think, as the Chairman has stated, you will find that a chemist will get a higher salary outside than he gets in the government service.

Mr. CHEVRIER: Why?

Mr. GARLAND: He has more opportunities.

Mr. CHEVRIER: That is no answer.

The CHAIRMAN: The point I am trying to make is, that so far as these technical positions are concerned, it is very difficult to classify them at any given salary because—

Mr. CHEVRIER: At least you could make them uniform if you cannot classify them according to their exact value.

The CHAIRMAN: I appreciate that but making them uniform would not give the deputy minister the class of man he wants. Classifying a lot of those technical men makes it very difficult to get the right class of men.

By Mr. Shaw:

Q. I would like to know what you mean by saying that the chemists had an opportunity to make representations that others did not have?—A. The chemists throughout the whole service had, I understand, their appeal pull here and were able to bring pressure to bear to have their salary range reconsidered.

Q. Was the right of appeal denied to the botanists?—A. Not at all.

Q. Why did they not appeal?—A. There were not, I presume, enough of them to get together and work up a case. I know that we have appealed the case of the botanists in our own branch.

Q. Did you have any result?—A. Not as yet.

By Mr. Chevrier:

Q. Who fixed the range of salaries for the chemists and botanists?—A. It was done, I presume, by the Civil Service Commission.

Q. Were there any experts there in botany and chemistry on that board? —A. Not that I am aware of.

Q. Who determined the salary range of the botanists as compared with the biologists? Any technical men that you know of?—A. I cannot really answer that question.

Q. You do not know whether there were technical men on the board who could do that?—A. No.

By Mr. Garland:

Q. You do not know whether there were or not?—A. No.

By Mr. Chevrier:

Q. Was it Griffenhagen?—A. I presume it must have been made through the Civil Service Commission. Whether it was at the time of the board of hearing or not, I cannot say.

Q. Were there any technical men on that board?—A. I have no knowledge of it.

Mr. CHEVRIER: Up to the present, the evidence has not disclosed that the biologists were classified by people who knew any more about botany than I know about the man in the moon.

Mr. SHAW: I would call your attention, Mr. Chairman, to the fact that there are two other Committees this morning, one of them the Banking Committee which I would like to attend.

The CHAIRMAN: I would like to attend the Banking Committee also. Perhaps we had better adjourn until the afternoon.

The Committee adjourned until 3 p.m.

AFTERNOON SESSION

The Committee resumed at 3 p.m. Mr. Malcolm in the chair.

Mr. PATTERSON, recalled and further examined.

This morning, gentlemen, I was giving instances of irregularities in salary ranges for positions having, in my opinion, practically the same responsibilities and duties. I have other instances of that, but I think it is enough propably, to put on record to establish our point of view.

The point I wish to make is this: classification was first made by the Arthur Young Company. It has been revised by the board of hearing, assisting the Commission, and there still remain these complexities and irregularities of salary range. It has been suggested that the board of hearing be restored to activity and its work gone on with.

We think that that system has had a thorough trial, and has proved unsatisfactory and not competent to handle that feature. They have done, I am sure, the best they could, and they have worked from the highest motives, but it is simply because they were not competent to handle the situation. We had a board of hearing made up of one of the Commissioners, two men representing the deputy ministers, two men holding clerical or junior administrative positions, if you like, in the service. They had to hear appeals from practically all classes in the service, representing quite a wide range of various technical men. How could they possibly hear those appeals and give them due weight? They could not, no man could do it.

The satisfactory arrangement of classification, and the satisfactory administration of the Civil Service Act under the classification calls for a collection of supermen, which we have not got.

Our plan proposes then to substitute for that system, which has proven wrong and which is based on incorrect principles, first a re-organization of the work by men who understand that work in the various branches of the various departments.

Then a simplification and re-classification of the service, again by men who know, in each branch of each department.

Then the harmonizing of those various departmental classifications by an inter-departmental council.

And then the submission of the whole matter to Government for approval. That is our plan.

By Mr. McBride:

Q. That would cut out the Commission altogether?—A. No sir, they have a regular function provided for them in the new plan.

Q. Then why not give it to the Commission in place of the Government?

Mr. SHAW: They are to be reduced to a state of benevolent neutrality.

Mr. MCKILLOP: Subject to correction by what Mr. Patterson has to say.

Mr. PATTERSON: I do not get the point.

By Mr. McBride:

Q. You say pass it on to the Government. Why not to the Commission?—A. Submit the plan to the Government for approval. It would have to go before the House.

By the Chairman:

Q. It would have to go before Parliament for approval. That is what you mean?—A. Yes. It seems to me the fact that the board of hearing was quietly allowed to pass into non-activity or non-existence has proved in itself that it was not able to handle the situation.

By Mr. Garland:

Q. Mr. Patterson, did you have a department to look after all these particulars, in your own Department of Agriculture?—A. In agriculture we would have of course, a departmental council, and then the main branches of the Department of Agriculture would have their branch committees. The experimental farm, for instance.

By the Chairman:

Q. May I interject a question. For Mr. McBrides's sake, and to make our minds clear on the subject, your idea as shown in this chart is that the Civil Service Commission shall conduct examinations and fill all vacancies? —A. For positions where examination is the method of ascertaining fitness, that is routine clerical positions.

Q. And the board shall handle all the questions of promotion from within the service?—A. That is the joint council, yes.

Q. They will also handle the technical positions through the advice of the deputy minister?—A. Yes.

Q. In other words competitive examination would still be held by the Civil Service Commission; promotions would be handled by the joint council, and technical positions would be recommended by the deputy ministers and approved by this council?—A. Precisely. That is the idea. Take the experimental farms, we would form a branch committee composed say of the director of the farm and some of his heads of divisions. They would form what we might call the official side, the staff side. We would try to keep that a pretty fair cross-section representing the clerical staff and the technical staff, and they would work out a classification. We would all get together and discuss it.

By Mr. Garland:

Q. Have you not a committee there?—A. No, we have not.

Q. No appeal committee to consider cases before they go to the higher appeal court?—A. No.

Q. Not in any of the departments?—A. Not that I am aware of. These different classes of employees would get together and work out a classification for that branch. The representatives of one branch would never get ahead of the others. If the clerical branch thought that the technical men were asking too high a classification, they would see to it that it would be refused. There would always be inter-dependent play. I do not think that the boards of hearing have functioned satisfactorily. The whole matter of classification and reorganization has been an expensive process. In Hansard of March 14, 1923, Mr. Copp replied to a question as to what had been the total cost respectively of the Young and Griffenhagen Commissions for services in connection with the civil service. The reply was that the Arthur Young Company cost $158,454.90. The Civil Service Commission for the reorganization of the public printing and stationery were charged with $162,475.26. But if I read the question correctly, and I think I do, the cost of the Griffenhagen Commission does not seem to be given. In Hansard of 1921—I cannot give you the exact date—in reply to a question, the cost of the Griffenhagen Commission was given as $114,008.15. That was up to the end of that fiscal year. Our contract with them was cancelled then, but a number of the representatives of that company were kept on as individuals. Our information is that their chief was paid $7 an hour, and his assistants $5 an hour for the length of time that they were kept on. They were kept on for some months at that cost, so that we have actual figures to show that this classification and reorganization, so far as it went, cost $434,938.31, plus whatever those men were paid as individauls, plus the cost of furnishing them with the clerical assistance they asked for, which was considerable, and plus the time lost by departmental officers in interviews and correspondence re classification appeals, which I assure you was no inconsiderable item. We propose to substitute for that, joint councils working out the whole classification and reorganization scheme by the service itself, without the cost you may say of a cent. There is no extra pay for anybody in connection with the work. Now, we have a statement of the simplification of classification. Dr. Swaine speaking yesterday for the technical institute referred to the United States simplified bill which divides their service into five divisions, making forty-four grades in all. It is not necessary for me of course to review what Dr. Swaine said; I simply say that we concur in his remarks and regard them as applicable to the whole service. Just to show what the civil service of the United States thought of this bill, we sent a wire to Luther C. Stewart, President of the Federation of federal employees at Washington, which constitutes the great bulk of the Federal Civil Service. The wire was as follows:—

> "Rates in Classification Act become effective July first nineteen twenty-four. National Federation of federal employees through its officers and members have had considerable part in drafting bill and opportunity of offering suggestions in connection with amendment at all stages while legislation pending. Ten eighty minimum rate in compensation schedule except nine hundred minimum custodial employees. Organized employees feel very well satisfied with Classification Act as a substantial accomplishment in right direction."

We think that in our plan we are offering an improvement on that, something that is still simpler. I will indicate, before leaving the classification question, what I think the additional improvement is. By an order in council

of June last, quite an extensive list of occupations were exempted from the jurisdiction of the Civil Service Commission. That has caused a certain amount of comment in the service, and possibly criticism, as being the opening wedge towards the return of patronage, and so on. Our organization cannot see it that way. The Commission admitted that they were unable to handle those classes of employment in an efficient way; consequently, other arrangements have to be made, and so far as the branch I am in is concerned, while I have nothing directly to do with the exempted classes, such as farm labourers, still being in the directors' office, I would probably know whether there was any marked change towards patronage, and I must say that I have not seen a symptom of it. We are handling our farm labour in just the same way as we handled it before; that is, if we want a man, we hire him, and we pay him a rate with which he is satisfied, and which we are willing to pay him.

By the Chairman:

Q. Who hires him?—A. He is hired by our farm superintendent.

Q. That kind of labour does not go to the Commission?—A. No.

Q. Have you noticed Mr. Chevrier or Mr. McGiverin getting any of their supporters in?—A. No.

Mr. CHEVRIER: You might ask Mr. Garland.

By Mr. Shaw:

Q. Do you know where the superintendent goes to get the available men? —A. I do not want to go too deeply into this labour situation because I am not personally in touch with it, but I made it a point to ask our farm superintendent the other day—I said "How do you get your labour?" and he said, "I just go and hire them."

Q. Do you know where he goes to hire them?—A. I really do not.

Q. I would suggest that you ask him that?—A. I know that he does not hire from any patronage source. He assured me so; I have his word for that.

By Mr. Parent:

Q. He would not necessarily get worse men if he went to patronage sources? —A. I would not say that he would. I have just this brief note on that question of exemptions.

> "We are quite in accord with the principle involved in these exemptions, that is the removal from control of certain classes which the Civil Service Commission cannot handle and putting them under the control of the departments which can handle them. There are a few instances where the reason why the Commission cannot control them does not seem very obvious, but doubtless these are special cases were good reasons exist.
>
> We do make the criticism, however, that this list of exemptions is by no means complete, appears to have been chosen at haphazard, simply with the idea of releasing enough so that demand will be satisfied but retaining everything possible, in spite of the fact that a great many classes of employees remain which the Commission is just as unable to control and administer as they are in the cases of these classes exempted. Some of these additional ones which one would think should have been exempted as well are attached.
>
> A logical handling of this whole question means not only simpler and more efficient administration of this portion of the civil service personnel but means a very great reduction and simplification in classification in those sections of it where such simplification is most required.
>
> [F. W. Patterson.]

We make the suggestion, then, that in weeding out these classes from the control of the Commission that something like the following be used as a guide in procedure and in the future status of these employees."

We thought we might possibly suggest a formula by which classification could be made through taking out large classes of employees who might well be relieved from the jurisdiction of the Commission. I do not refer to the technical or special classes, but just to labour, and this is the formula we would suggest.

"Those whose occupations are unskilled, or who are qualified tradesmen performing duties identical with those performed by those of the skilled trades outside the service or who are performing duties which cannot be recognized as an apprenticeship or preparation for higher classified service positions, to be paid full prevailing rates of their duties and locations, to be granted sick and holiday allowance with pay when permanent, not to be eligible for superannuation, to be eliminated from classification of the service, and to be regarded not as civil servants but as civil servant employees."

By the Chairman:

Q. In other words, you are suggesting that there should be two classes of servants, those who are appointed under the Civil Service Commission and are entitled to the benefits of superannuation, and permanency of appointment, and those others who would be hired at the current rates of wages, and who would be treated in the same way as if they were temporary employees, so far as benefits are concerned?—A. Yes, they are employed at the full prevailing rates. It would of course, simplify classification a great deal. You said, "appointed through the Civil Service Commission." Of course, you mean to include those appointed in the departments and of whom some record is kept in the Civil Service Commission, or for whom the Commission issues certificates of qualification, such as technical and special appointments.

By Mr. McBride:

Q. Are we to understand that people working on the experimental farms as labourers are not entitled to the same consideration as other employees in the service?

The CHAIRMAN: That is the point I wished to clear up.

WITNESS: This is giving them the same consideration, only in a different form.

By Mr. Chevrier:

Q. Except as to superannuation, which does not prevail in the case of those paid at the prevailing rates?—A. We recommend that they be paid at the full prevailing rates.

Q. Under the system of paying the full prevailing rates, are they entitled to superannuation?—A. No.

Q. So it is no departure from the present system?—A. No.

By Mr. Parent:

Q. The labourer on the experimental farms would be just as respectable as any of the others?—A. Just as respectable and just as permanent as anybody can be.

By Mr. Chevrier:

Q. You say they are not entitled to superannuation because at present—I am not saying it is right or wrong—they are paid at the full prevaling rates? You say they are not entitled to superannuation?—A. Not entitled.

Q. And you say that to make it agree with the present system of paying the prevailing rates?—A. We say that they should not be entitled to superannuation because they are paid the full prevailing rates, whereas the classified classes are not paid salaries commensurate with the salaries they can get outside, and part of that would be made up to them by superannuation.

Mr. McBRIDE: It seems to me more like a scheme whereby the man who is a workman would not be entitled to the same consideration as a man in an office.

By Mr. Chevrier:

Q. I suppose it would be for this Committee to make a recommendation that all employees in the civil service, whether paid the full prevailing rates or not, once they become permanent should be entitled to superannuation. I would think that if the members of this Committee think that the men paid the full prevailing rates and who are not entitled to superannuation, should be entitled to it. It would be for the Committee to make a recommendation?—A. Surely.

Mr. CHEVRIER: But at present, those paid the prevailing rates are not entitled to superannuation.

By Mr. Shaw:

Q. In other words, your organization recommends that those who are paid at the full prevailing rates should not be entitled to superannuation?—A. Yes, owing to their getting the full prevailing rates.

By Mr. Hughes:

Q. Do those who are entitled to superannuation not contribute to the fund? —A. No, there is no one contributing to superannuation now, except a few very old government servants under the old Superannuation Act.

By Mr. Chevrier:

Q. Mr. Hughes is perhaps thinking of the retirement fund?—A. No one who is paying into the retirement fund is getting the prevailing rates.

By Mr. Hughes:

Q. Those men working on the farm, who are not entitled to the benefits of the retirement fund do not pay anything in?—A. No sir.

Mr. CHEVRIER: That answers Mr. McBride. Those men are not now paying anything into the superannuation fund or into the retirement fund, and therefore they are not entitled to their benefits. But those who are now paying into the retirement fund 5 per cent of their salaries will ultimately get that back.

By Mr. Hughes:

Q. In the form of an allowance?—A. Exactly. Our position is that paying those men the full prevailing rates puts them on the same basis as men outside as regards provision for old age. If the classified classes in the service were paid salaries as high for their service as they would get outside, we would not ask for superannuation for them because we would say they had an equal opportunity. I might just take a moment to explain what we have tried to do to meet the requirements of the men who are paid the prevailing rates in the service. We have taken that up several times with the Commission, and with the former Premier, trying to get adequate consideration for all men in the service paid the prevailing rates, and we failed. All of them are not paid the prevailing rates, and we claim that they should be paid and we never could get adequate consideration of it. The attitude of the Civil Service Commission, or of those who are responsible so far as the classified men are concerned, is this: They say, here is a man classified as so and so, and you must pay him a certain

rate of salary. The furthest they have ever gone to my knowledge in connection with the prevailing rate men has been to notify the deputy ministers of the various departments that they would desire information as to the prevailing rates men in connection with their department. We have figures from the Department of Labour, and the last I heard of the matter was that one deputy Minister had written. We claim that most of them are not paid as highly as they should be .

By Mr. Chevrier:

Q. I am not saying whether your recommendation is right or wrong, but if any member of the Committee thinks that those who are paid the prevailing rates should be entitled to superannuation, it is for the Committee to make that recommendation?—A. Surely.

By Mr. Shaw:

Q. Your organization recommends that those labouring men be not granted the benefiit of superannuation because they are paid the prevailing rates. That is your attitude for the future, I understand, and you say there is no reason why any permanent employee should not be entitled to superannuation?—A. If you were to pay those men full prevailing rates, and at the same time give superannuation, would you not be giving the government employees a special privilege? You would be making a specially privileged class.

Q. You are taking advantage of the labouring class?—A. No, we are paying them every cent that they can earn outside.

By the Chairman:

Q. You are bringing up a debateable point which will be discussed by the Committee. Whether some of the civil servants in the class you refer to are not paid as much as the workmen is debateable. I do not say that the salaries in the civil service for stenographers are just as good as those paid generally speaking?—A. That is a debateable point. As I said, when we reorganize the work of the outside staff, you can consider salaries.

By Mr. Garland:

Q. If you have a carpenter working on the experimental farm, and a carpenter in the Public Works department is paid the same, if he has a shorter working day than the man working on the farm, do you think that is fair?—A. No, I do not.

By Mr. Simpson:

Q. You say that the classified civil servants are not paid the prevailing rates of wages. What attractive features are there in the service that attract so many applicants when there is a vacancy?—A. I have often wondered at that very thing. I think I have said everything I have to say on that point. The re-organization of the service was the next main point, and I can go over that quite briefly. As I have said the reorganization of the service should in our opinion have come first then reclassification. We took that up at great length in a newspaper letter of ours which I am not going to read and which therefore, I presume cannot be put in as evidence. But possibly I can read it here for the information of the Committee in case that it may be of use to you sometime.

By Mr. Shaw:

Q. Have you copies of the newspaper?—A. No, unfortunately the only copy we have is our file copy.

By Mr. Parent:

Q. You cannot give us a brief statement of the contents of that letter?—A. It outlines the history of the attempts at reclassification. It is a post-mor-

tem discussion really and is not worth going into. The plans for reorganization will be taken up by Mr. House when he deals with the joint council scheme.

By Mr. Chevrier:

Q. One of the troubles in the service now is due to the fact that they proceeded with classification before reorganization?—A. That is right. When I say reorganization, you understand that I do not mean reorganization of the staffs. I mean reorganization of the work. Of course, the result of the reorganization which was attempted by those experts, the Griffenhagens,—I think the Customs department and the Post Office department were as far as they got, but we have had from time to time in this department or in that, in this branch or in that, a little attempt at reorganization, which has taken the form of releasing from the government service large numbers of government employees, and a considerable amount of hardship has been caused in that connection. Now we have had something like this to which the Hon. Mr. Graham referred in Hansard of February 22, 1923, page 572. Mr. Graham said:—

> "While in favour of retaining the Civil Service Commission being one of the men who was responsible for its appointment, I desire to give one reason why I feel, in the first place, that there are some difficulties in the way as the matter stands at present. It is not the fault of the Commission, but the fault of the law. I have had the unpleasant experience during the past fourteen months of seeing more than a thousand employees in the Department of Defence retired, not on account of inefficiency, but on account of receding work. These men and women are absolutely efficient, some of them having had five or ten years' experience in the very work of the department. Under the present law what is their position? They cannot be appointed to any other department, although they possess all the qualifications except that they have not passed the examination. To-day, every department, I suppose—well, several departments at any rate—have advertised for clerks and stenographers, and young men and young women are coming in from all parts of Canada without any experience to accept those positions while there are thousands of efficient clerks walking the streets of Ottawa who cannot be appointed."

That has been the state of affairs which has been in existence for some years. Part of it could not be avoided. The reduction of staffs in what you might call the war offices necessitated the laying off of a lot of people. However, a good deal of it could have been avoided had there been some co-operation between the departments which were laying off these people and the Commission which was holding examination, and putting people in the service. I remember calling on the Commission myself in connection with the taking of a large number of people for the census. That job is usually of a year's or a year and a half's duration. They held two examinations for the position, and it just happened that a couple of hundred clerks were being let out of the Militia department. I went to the Commission and asked whether it was not possible that instead of holding those examinations and bringing in, I think, three hundred and fifty clerks, they should transfer the two hundred people from the Militia department who had two, three and four years' training. I was told that they would have to try the examination, but that it would be a simple one. I asked, would it not be possible to arrange for that, and they said "Yes it would." I asked, "when is the next examination?" I was told that it was in two or three days after the day on which I called. I then said "It is too late," and they said Yes, it was too late. Consequently, that opportunity was lost. I think if there had been some way of finding out the requirements, and as far as possible employing those people let out, we would have saved a lot of hardship, and at the same time increased the efficiency of the clerical staff.

By Mr. McBride:

Q. Do you suggest that men should have been sent out from here to the different parts of Canada to take the names of the people and the statistics generally?—A. I was referring to the clerks here working at the census work in Ottawa.

By Mr. Parent:

Q. Where the reports are gathered?—A. Yes, they are all gathered and collated here. It is very simple clerical work.

By Mr. Shaw:

Q. Was not the extra help required for the census work taken from under the jurisdiction of the Commission altogether?—A. I do not think it was under the jurisdiction of the Commission. That is my impression, that it was not.

Mr. SHAW: I think you are right.

WITNESS: Doctor Roche seemed to know about the examinations. I think that possibly they may have set the examinations. I am not offering this as a criticism; I am just saying that it was a pity.

Hon. Mr. MARCIL, having taken the Chair.

The ACTING CHAIRMAN: Were the appointments to the census not made by the department on the recommendation of the members of Parliament or defeated candidates? I know that that is the way it was done the last time, and for the last thirty years to my knowledge. The minister wrote a letter to the various members asking them if they had any names to suggest.

WITNESS: There has been another rather serious hardship through classification having preceded reorganization. A number of people were blanketed in, and some were found to be unnecessary and they were blanketed out again. I have a case here in point which illustrates several things, and I would like to bring it to your attention. I will read a letter from Miss H. Schumann.

Federal Union 66,
Butterworth Building,
Ottawa, Ont.

OTTAWA, ONT., February, 25, 1923.

DEAR SIR,

I beg to submit herewith a brief outline of the details of my examinations and the results with regard to my appointment. I cannot state definitely the time of examinations but this is as near as I can remember.

I think it was in May or June 1919 I tried junior clerkship and typist and was successful. Then in October or November, 1919 I passed senior clerkship or the examination for appointment at $80 per month. I paid $6 to try this examination and $4 for the junior clerk. It is almost three years now since I have passed and surely there were a lot of vacancies in that time.

About two years ago I received a letter from the Commission stating that there was a vacancy for a clerk at the rate of $80 per month. I reported to the young lady in the Hunter building as stated in the letter and she told me she would look it up and let me know. I was working at the time so I did not follow it up trusting her to send for me but I did not hear anything further.

I have been working in the Militia department for the past six years not due to any examinations. Last July I was laid off and I received two months gratuity for my long service. I did not go to the Commis-

sion right away in case I would get my appointment and then maybe I would have to forfeit it again when they would find out I was drawing pay from the other department. I waited until October and when I went up, they told me I was third on the list. I wainted then till December and I was still third. When I went in January, they told me I was thirty-fifth. I asked them why this was and they stated that last spring when the Board of Pension Commissioners and Soldiers' Civil Re-establishment were amalgamated they discharged 32 clerks, belonging to the B.P.C. who were blanketed in. So now they are placed on the list for re-appointment. Now I have to wait till they are all re-instated. Do you think that is very fair? None of those clerks passed an examination and yet they are placed on the same list as those who have passed and are demanding their positions back again. And we, who have passed, have to stay back and wait and then when they are all placed we get our rights. It is a fine way the Commission is treating its candidates who passed their examinations. Why not give the successful candidates first preference and then, if the vacancies are so great, place those who were blanketed in."

The point is that this young lady on November 9th, 1920, after passing those two examinations, received a letter from the Secretary of the Civil Service Commission which reads as follows:

"Dear Madam:—

Would you be good enough to call immediately on receipt of this letter, on Miss McKay, Room 618, Hunter Building, for an interview in connection with a position now vacant in the Civil Service Commission. This position has been classified as that of file clerk, and carries a salary of $960 per annum.

If you are willing to accept this offer, and are found to possess the necessary qualifications, you could be assigned without further delay.

Yours truly,
(Sgd.) W. Foran,
Secretary."

She went there as she says in her letter, and reported to the young lady who told her she would look it up and let her know. That was in 1920, and she has still to hear from that young lady. While she was waiting, thirty-two people who had not passed an examination but who were blanketed in and later discharged, were put at the head of the eligible list, so that she now stands thirty-fifth. Mr. Foran, in his evidence in part two, page 46, says that one day's trial is necessary, that the Commission insists on an appointee having one day's trial in a department. Here is a case of a young lady in the Civil Service who has not been given one day's trial, who reported and was told that her case would be looked into and was let go.

By Mr. Martell:

Q. Do you know anything of the case of Mrs. Lyons in connection with the Immigration department?—A. I am going to take that up.

By Mr. Garland:

Q. A minute ago you were in favour of having people who were let out of the Militia department being given employment in connection with the census, and now you are not so anxious to take them in this case?—A. The point is putting them on the eligible list above people who have passed an examination.

By Mr. Chevrier:

Q. It is a different situation altogether?—A. Altogether. I think that this is a case where the Commission has not lived up to its rule. There may be an explanation of it; I just submit it.

By Mr. Shaw:

Q. Did you ever ask for an explanation?—A. Yes.

Q. What is the explanation?—A. We enclosed to Mr. Roche a copy of Miss Schumann's letter. We said:—

> "I enclose herewith, a copy of a letter which this organization has received from Miss H. Schumann. This letter is apparently quite correct and requires no detailed comment from us. We think, however, that an explanation is due Miss Schumann as to why she has not yet received an appointment after having passed an examination in November, 1919.
>
> While we do not doubt there is a perfectly good explanation as to why Miss Schumann has not received an appointment, after having passed an examination in the Fall of 1919, and after having been told that she was third on the list, in October last, yet we think is is only fair that she should have such an explanation along with some idea as to when she may expect an appointment. This will not only satisfy her, but will also assure others, to whom her case is known, that it is being handled in a perfectly fair way and according to regulations.
>
> We should be very glad, therefore, if we should hear from you on this matter."

Dr. Roche replied under date March 14, 1923.

> "I beg to acknowledge the receipt of your letter of the 7th instant, enclosing a copy of a letter received by you from Miss H. Schumann. I have had Miss Schumann's case looked up, and find that she was successful in an examination for clerks held in 1919. As she says, however, she has been employed in the Department of Militia and Defence for the past six years, and while she was so employed she would not, in the ordinary course of events, be offered temporary employment elsewhere."

We were not talking about temporary employment; we were talking about permanent positions.

> "The explanation of the changes in Miss Schumann's position on the eligible list lies in the fact that there have been quite a number of lay-offs of permanent employees from the Militia and other departments, and under the provisions of the law, these employees are placed at the head of the eligible list, and would thus have procedure over Miss Schumann and others whose positions on the eligible list were due to the fact that they had passed the necessary examination. The fact that Miss Schumann was laid off from her temporary position in the Department of Militia and Defence, and also that she was not recommended for permanent status by that department, are matters over which this Commission has no jurisdiction.
>
> I may add that the Commission is being asked to make comparatively few appointments as clerks, but that as soon as Miss Schumann's turn is reached on the list, she will be offered employment."

Now, I submit this as an instance where the operation of the present Civil Service Act should be amended to prevent what I consider an injustice of that kind. No doubt Dr. Roche is correct in saying that the provisions of the present

law demand that. I believe there is a section—I have not the Act here—whereby the permanent civil servants laid off are put at the head of the eligible list. Whether, when that section was framed it was ever contemplated to include people who had been blanketed into the Service without examination, I do not know.

By Mr. Chevrier:

Q. That is a point I wanted to make because I gather from Dr. Roche's letter that the people who had been blanketed in—I forget the terms of the letter—but they had not passed an examination. I am under that impression—I may be wrong—that all those who were blanketed in had not passed an examination, or at all events that the passing of an examination was not requisite to enable one to be blanketed in, but that the only requisite to be blanketed in was that one had to be in continuous employment in the service since I think, 1919 or 1920?—A. Yes, and if you were put out someone else would have to fill the position. I submit this as a case where the Act should be amended.

By Mr. Simpson:

Q. Just one question in connection with that: This lady apparently has been filling a temporary appointment?—A. In the Militia department.

Mr. CHEVRIER: Having passed an examination.

WITNESS: It was during the war.

Mr. SIMPSON: She had not been recommended by the Militia department for permanent appointment. The other thirty-two people occupying positions in the Militia department—

Mr. CHEVRIER: In the Pensions Board.

Mr. SIMPSON: Those people were apparently recommended for permanent appointment.

Mr. CHEVRIER: Not having passed an examination, and not holding permanent positions, for they were blanketed in notwithstanding two facts, that they had not passed an examination and that they had not held permanent positions.

The WITNESS: Yes.

By Mr. Simpson:

Q. The point is that this lady was occupying a temporary position, as I understand it?—A. Yes.

Q. And on her being let out from that temporary position, she was not recommended by the department where she had been previously employed for a permanent position. In that respect, she differed from the thirty-two who had been blanketed in and recommended for permanent positions.—A. The reason why she would not be recommended by the Militia department, where she was temporarily employed was that two years before, she had qualified for a permanent position; so she would be provided for in the regular course elsewhere, and her position could well be filled by someone blanketed in.

Q. Does the passing of an examination mean that your appointment is permanent? It does not carry with it permanent appointment, the mere fact of passing an examination?—A. You must be appointed, of course. The examination is for that vacancy in the permanent service, although there are examinations for temporary positions as well.

Q. And the fact of passing an examination would not prevent her from being blanketed in; they would recommend her?—A. No, but they felt that she would be provided for sooner or later.

Q. When you say that those thirty-two were blanketed in for permanent employment, who made such a recommendation?—A. The department, I understand

Q. That is the only recommendation you know of?—A. Yes, I do not think that the Civil Service Commission had anything to do with the recommending. I think that was departmental. In connection with this eligible list, there seems to have been some little confusion in the evidence. Mr. Foran on March 20, spoke of the advisability of curtailing the life of eligible lists. That is, making them good only for a certain period. He thought it was a good thing to do. He thought it was within the power of the Commission to do it, and he thought it was being considered by the Commission. Mr. Bland, in giving evidence the next day on March 21, also said it would be a good thing he thought to limit the life of the eligible list, and I think finally it was taken as a note by you as a possible recommendation which the Committee might make. That was on the 20th and 21st of March. I have before me an advertisement, advertising certain civil service positions dated March 19, 1923—that is before Mr. Foran gave his evidence—and in connection with two of the positions advertised the advertisement says

"Note.—A list of eligibles may be established which will be valid for a period of one year." On March 26, a few days after Mr. Foran and Mr. Bland had given their evidence, there appeared another advertisement which said the same thing:

"A list of eligibles may be established which will be valid for a period of one year." I suggest to the Committee that evidently the Commission have considered that that was within their power and have made a limitation.

By Mr. Shaw:

Q. You say they have made a limitation?—A. It so reads. It says "A list of eligibles may be established which will be valid for a period of one year." There may not be successful applicants enough to fill a vacancy.

Q. Do I understand that your objection is that you do not want an eligible list for a year? Is that it?—A. We submit that it would be far better not to have an eligible list at all. The departmental requirements for personnel should be as carefully estimated as the departmental requirements for money or anything else. Let this be collated, and then publish an advertisement that the service of Canada want so many of such a class.

Q. What is your purpose of giving this information?—A. Simply to point out that if it had been noted by the Committee as a possible suggestion for an amendment of the Act limiting the life of eligible lists, that already had been done.

Q. Your suggestion is that the Commission have the power to do that now? —A. Mr. Foran says they have, and it has evidently been done. Possibly it was overlooked in giving his evidence.

By Mr. Rinfret:

Q. Is that the only case that you know of in that connection?—A. I just noticed those two cases. We think that the eligible list might well be done away with. I think that if we did that, we would get a better class of employees in the service. That is, when you get down pretty near the bottom of an eligible list, you get those who have just passed and that is about all; whereas if you had no eligible list, and held a fresh examination, when you wanted to make additional appointments, you would get those who would come along ready for entrance to the service later, and who would take a higher mark and probably be better qualified. Now, the salary revision was the next point. I have really

nothing much to say about that. It is all in that memorandum which I read yesterday, and which I think covers questions so far as it can be covered. There is just one point. Yesterday we stated:

> "We have said, above, that permanency of position is essential to efficiency. It is equally true that special reward for special effort is essential. The present rigid classification does not permit of this. A civil servant performing his duties in a routine uninterested manner goes just as far as the one who devotes all his energy to his duties, is full of interest, initiative and enthusiasm."

We just make the suggestion there that most grades of the service should have two maxima, one which you might call the normal maximum, the highest point to which the ordinary routine efficient employee could hope to get, and the other one to give a higher maximum as an incentive to go into the service and work up. This would encourage the man who works in an enthusiastic way, who shows some initiative, and who is willing perhaps to reach out and do a little work that does not pertain to his job. I think he should have some special recommendation, not to be regarded as promotion at all, but to be left entirely in the hands of the department. As to superannuation, I went over that yesterday, and unless it is the wish of the Committee to have more detailed information, I have nothing more to say. I did not suppose that it came particularly under the reference of this Committee. But I have a little further information. We stated in the memorandum:

> "Taking up, then, just in a few words, the three great features of day by day personnel administration, we would say:
>
> (1) As to appointments to the service, it is our opinion that in any but routine clerical positions, that is, for all appointments requiring special training, involving special responsibilty, or the performance of special duties, these appointments should be made by the departments interested, following out as to classification and salary ranges the uniform classification and salary schedules set for such classes of employees by Parliament as a result of the revision of classification through the method above indicated in this memorandum, and that in this matter of appointments, the Commission at (1) as a central registry bureau wherein a record of such appointments, giving dates, salary, title of postion, etc., are recorded.
>
> (2) As an employment agency, to be consulted or not as considered desirable by the department concerned, and to be always at the disposal of any department to aid in securing the best appointees."

That is, we recommend that the routine clerical postions, positions where a regular competitive examination is possible, be left as at present under the supervision and control of the Commission.

By the Acting Chairman:

Q. Both in the inside and outside service?—A. Yes. As to other positions which we call generally and roughly technical positions, the present system seems to be absurd, in our opinion.

By Mr. Shaw:

Q. How many members of so called technical branches of the service have you in your organization?—A. We are like the Civil Service Association in that regard, we lost a great many of them who went into the Technical Institute.

Q. How many have you now?—A. I could not really tell you.

Q. Could you prepare a list and file it?—A. I could give you the total number.

Q. Could you not give us the names?—A. If it was necessary to give the names, I could.

Mr. PARENT: Is there any special purpose in asking that?

Mr. SHAW: I just want to see how many they have got.

WITNESS: We do not of course make public lists of our membership.

Mr. SHAW: An order went through yesterday on Mr. Parent's resolution for the publication of a list of members of some organization.

WITNESS: If I remember it was offered voluntarily.

Mr. SHAW: Mr. Parent moved for it.

Mr. CHEVRIER: Mr. Parent asked for the technical officers.

The ACTING CHAIRMAN: There were two cases in Quebec.

Mr. PARENT: That was another matter.

Mr. SHAW: He asked for a list of their membership.

WITNESS: Personally, I have no objection to furnishing the list, but I cannot speak for the organization. I will submit it to them, and I have no idea that they will raise any objections, if you desire to have it.

Mr. SHAW: If you cannot give us the information yourself, let us have it.

By Mr. Garland:

Q. Could you give us a list of your members in the different departments?—A. Yes.

Q. You can give us that?—A. Yes, quite readily. We do not think that the present method is an efficient one for the carrying on of examinations, for the technical staff. First, take the boards which are called in to decide on applications for technical positions. Examinations are not held, the persons applying send in their application form, and attached thereto is a statement of their qualifications, training, experience and so on. There is, of course, an opportunity for them for an oral interview, if so desired. As a rule the advisory board is called in to pass upon the relative merits of those candidates. On those boards I believe there is always a representative of the Commission, a representative of the G.W.V.A. and a representative of the department; and then other outside representatives. They may possibly be representatives from some of the other departments. Very frequently, however, they are representatives from outside the service altogether. As an organization we do not think it is a very good plan to call in those outside representatives. We think in the first place that it is unnecessary, that in our service here with its various and complex and numerous divisions, we have men eminently qualified to pass upon the merits of a person applying for any technical position in the service. Consequently, it is unnecessary to call in those outside men. Again, we think, those outside men are not under control. They are not paid, and there might very possibly be some element affecting one or the other of them which would tend to injure the chances of the best candidate. They are not under any supervision whatever, and they are not as familiar with government requirements as people who are in the service.

Q. You are not in favour of those Boards?—A. No, I think they are unnecessary, and possibly dangerous.

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By Mr. McBride:

Q. Would it not be possible if the different departments held the examinations themselves that they might show some prejudice to people who did not belong to their organization, to people who would not join it?—A. No, the examinations are quite outside of the organizations. Do you mean that if members of an organization in the service were appointed to one of those advisory boards, and an applicant was not a member of the same organization, they might not favour him?

Q. Yes.—A. But the organization is confined to people already in the Service, and they are passing on the application of persons coming into the Service who could not possibly belong to an organization.

Q. But in connection with promotions?—A. I was dealing at present just with appointments. The promotions, according to our plan, would be regulated by the department, would be recommended by the deputy minister himself.

Mr. PARENT: What Mr. McBride means, is, I think, that suppose the deputy minister is a member of your association and is asked to pass upon the qualifications of a man belonging to the same association, that deputy minister would be more inclined to favour him than any one else.

Mr. MCBRIDE: That is what I mean.

Mr. CHEVRIER: It is merely a matter of paying a dollar, I think, to join.

WITNESS: If course, under our regulations, we would not accept a deputy minister as a member of our organization. It is an association of employees, and we put him on the employers' side. Under the joint council scheme a deputy minister is always on the officials' side, and could not be regarded as eligible for membership in an organization on the employees' side. It would not be possible.

By Mr. Garland:

Q. Are all the organizations constituted in the same way?—A. According to the same plan.

Q. Take the case of a poultry inspector. I know something of a board in that case. On the board was a member of the Civil Service Commission, a war veteran, a member from the poultry division of the Agricultural Department, Professor Graham of Guelph Agricultural College and one of the fathers from a Catholic college. I think that those men could pick out a poultry inspector as well as any man.—A. Of course they could, but why is it necessary to bring in those outside men?

Q. I do not know that it is not necessary, I do not think that those men got any remuneration.—A. No, they get no remuneration.

Q. They got the services of Professor Graham from Guelph?—A. You ask what is the objection? There is no objection. It is just the general principle of what might occur. We think it is unnecessary and possibly dangerous.

Mr. CHEVRIER: If there is no harm in it one way or the other, why not do away with the board altogether and let the responsible officials of the departments concerned make the selection. I have no prejudice against any one of those boards, but I think it is out of the way, when you have in the Department of Agriculture men just as good as Professor Graham or the Father from La Trappe or the man who happened to be president of a poultry association in the district. I think that the Department of Agriculture having responsible officials of just as high standing, professionally, should make use of those men to select the people to go into that department of the civil service rather than those who are not responsible to the Government. They have no business to go outside of the department. The officials of the department, whether it be Customs, Trade and Commerce, Agriculture, or any other department, are sufficiently

proficient to select a man to work with them. If we are going to have responsible Government, let us have it, or nothing at all. Those officials in the department are responsible to the Government. They are paid officials of the Government, and let them and them alone sit on those boards. Then I would have very much more faith in these advisory boards than I have at present.

By Mr. Shaw:

Q. You have used two very highly suggestive terms in regard to these boards. You say that they are not under control and that they are probably dangerous?—A. I did not say probably, I said possibly.

Q. Perhaps you could elaborate on that?—A. What I meant by not being under control was that a civil servant is under oath as to the efficient performance of his duties, and those people are not sworn.

Q. Do you not think that it would be an easy matter to suggest that the members of an advisory board be asked to take an oath?—A. Yes, if there were no other elements in the situation.

Q. Would that not meet your objection that they are not under control?—A. It would meet that specific objection.

By Mr. Martell:

Q. To whom are they responsible?—A. To nobody.

By Mr. Chevrier:

Q. Supposing that these boards were under oath and that that did away with the possible inconvenience which Mr. Shaw suggests, then I say that there are men in the service who are just as highly proficient to select men for their own department, well knowing the requirements of the department, and knowing them bettter than those outside experts. They are paid officials and could make the selection. But these boards are not responsible.—A. That is precisely the position that we take.

By Mr. Shaw:

Q. What do you mean by their being possibly dangerous?—A. Perhaps the word "dangerous" is too threatening and ominous a word. I meant that it was possible that the minds of members of an advisory board, or some of them, might be slightly affected in favour of one candidate for reasons other than the merits of the candidate. May I give you an instance?

Q. Give us one instance?—A. Perhaps I should not say instance, but just an illustration. Supposing that we have two professors, or two representatives of two colleges in Canada, and two applicants have applied for a position, one from one college, and one from the other. It is almost to be expected, or at least it is very possible, that each of those men is going to favour his own college man.

Q. Are you a college graduate?—A. No, I am not.

Q. If I told you that exactly the opposite was more likely to be the case, probably you would not be inclined to agree with me.

Mr. PARENT: We would be very much surprised if that were the case.

By Mr. Shaw:

Q. What you mean, I take it, is though you have described it in more lurid language.—A. I would not say lurid.

Q. Would you say that the word "dangerous" was not lurid?—A. Oh, no.

Q. What you mean is that there is a possibility of some members of these advisory boards who might have their minds tainted in some way and might not give efficient service?—A. I think "tainted" is a more lurid word than "dangerous," Mr. Shaw. What I mean is this: I say that those people come in with-

out control, and consequently they are not so impressed with their responsibility in making their recommendation as a deputy minister is responsible for the efficiency of his department.

Q. I just wish to ask another question. Is this view which you are presenting, the view of such technical men as may be in your organization?—A. I have heard no objection to that view from such technical men as may be in our organization.

Q. Is it the considered view of the technical men in your organization?—A. It has been brought up in our meetings and has been discussed generally.

Q. You mean at your general meetings?—A. Yes.

Mr. SHAW: I mean by the technical members of your organization?

By Mr. Chevrier:

Q. At those meetings were any of those technical people present?—A. Certainly.

By Mr. Shaw:

Q. Have you a sub-division devoted to technical men?—A. No.

Q. It was just a general conference with the labouring men and all the rest joining in the discussion, and this memorandum which you present is the result of the meetings of all branches of the service in your organization, and not of any particular one?—A. Just so.

Q. Cannot you say whether any of the technical men in your organization have any objection to the proposition which you make with regard to so-called technical classes?—A. I would say that we have never received any objection from any one. I may say that this memorandum is not something prepared just for the purpose of coming before this Committee. We did not meet and discuss what our views were; our views were already settled. These matters have been discussed, and our conclusions arrived at—we have been working at the thing since our formation in 1920.

Q. The scheme has developed since 1920?—A. We have been working at it since that time.

By Mr. Parent:

Q. And what you present to-day is— A. The mature results.

Q. Of three years' work?—A. Yes.

Mr. CHEVRIER: I asked I think a week before the Easter holidays for a return of the number of advisory boards which sat at Ottawa, the personnel, the purpose for which they sat, and the results achieved. I have not got that yet, and I think that on this discussion on advisory boards it is highly important that I should be furnished with it. Someone should be instructed to ask the Commission to produce it.

Mr. SHAW: In that connection, a motion appeared on the order paper asking for correspondence in connection with the exemption of classes, and that has not been produced yet.

By the Acting Chairman:

Q. Is there any disqualification of a man acting on these Boards if he has any pronounced views on politics, or takes an active part in politics?—A. I never heard that there was.

Q. Do you know whether some have been taking an active part in politics and have sat on those boards, men with pronounced views on politics?—A. Possibly, but I have not heard of it.

Q. That would not disqualify them?—A. I do not think that it is ever considered, so far as I have heard.

Mr. McBRIDE: If a man does not take part in politics in some way, he is not a very good citizen.

The ACTING CHAIRMAN: I wanted to know if an active politician would be debarred from sitting on those boards. I saw a list of members of some of those boards, in which the names of some very active politicians appeared.

By Mr. Garland:

Q. Does your association at a general meeting approve of the suggestion you have given to the Committee?—A. Yes, more than one general meeting. I have a case here which I would like to submit to the Committee, with reference to the functioning of those advisory boards. It is the case of Mrs. M. Lyons, who is now employed in the translation branch of the Department of Railways and Canals. On October 15, 1921, we wrote to the Chairman of the Civil Service Commission as follows:

"Dear Dr. Roche,—

The organization of which I have the honour to be president, has had brought to its attention an examination held in January last for the position of supervisor of the women's division of the Department of Immigration and Colonization. We have had placed before us the copy of the examination papers used for the above test and also a copy of the examination papers used on September 6th, on the occasion of a second examination to fill the same position.

From our information the case would appear to be a remarkable one and one requiring some explanation from the Commission, in order to demonstrate to the service that these examinations were conducted and the candidates marked strictly according to regulations, and without fear or favour to anyone.

We have in our possession certain confidential information in connection with this examination, which information, however, we do not wish to make public or use in any way, until the Commission has had a fair opportunity of justifying their procedure in the matter.

We are advised that on the first examination a number of well qualified women took high marks, the highest being almost 82 per cent, and that the highest candidate was informed verbally that the position was practically hers. After this examination a board was named to look further into the qualifications of the candidates and to subject them to and oral examination if thought necessary. One candidate, we are informed, was so examined but owing to some defect in her speech or something of the kind, was rejected, as ability in public speaking was one of the requisites for the position. This board, without examining any other candidate, decided that no one was qualified for the position and threw out all the applications, in face of the fact that high marks had been taken by several of the written examination and the general qualifications of these candidates were very good indeed, as can be easily demonstrated in one case at least which we have in mind.

The position was again advertised but candidates on the former examination were not allowed to write, but were told that their marks on the previous examination would stand. However, these candidates have since been informed that the second examination was open only to women having overseas service, which of course, throws out the applications and examination results of all others. This decision is the result of the deliberations of another board, which sat on September 27.

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This organization has no objections whatever to preference being given to women with overseas service, but what we do object to is first, the setting of a quite difficult set of examination papers on January 11, and the framing of another set of papers on September 26, which compared with the first set can only be characterized as ridiculously simple. If in order to secure an overseas appointee to this position it was necessary to frame a set of questions which a child in the Public school could answer, that in itself is sufficient evidence that no qualified overseas candidates was available.

In the second place, we wish to state that it seems remarkable that a board made up of people quite unfamiliar with civil service conditions and regulations should be permitted to overthrow the regulations of the Commission, so carefully framed to give candidates a fair chance on competitive examinations such as this. Why the first board should have been permitted to reject all applications after the oral examination of only one candidate, we are at a loss to know, especially in view of the fact that such a high mark on such a difficult examination had been made by one. Again, we are at a loss to know why when a simple examination was set, the previous applicants were not allowed to write again, and in the last place, we should be glad if you would advise us why the second board was permitted to limit the second examination to women with overseas service.

We can only say that the only merit of these competitive examinations lies in their absolute fairness. The moment the service and the general public lose confidence in their fairness, the best candidates, these whom we desire to get in the service or promote, will cease to write on the examinations and you will only be able to secure persons of a mediocre training, and if these boards called in to pass on the merits of the candidates are to be permitted to play ducks and drakes with service regulations, a condition of confusion will result which will go far to destroy the whole examination and merit system.

It may be quite possible that a very clear explanation of this whole matter can be given. If so we feel sure that you will furnish us with the same, in order that our organization may be satisfied that the whole matter was carried on in a strictly fair and above board manner by all."

By Mr. Shaw:

Q. What is the date of that letter?—A. October 15, 1921. On October 24, 1921, Mr. Foran, the Secretary of the Commission replied as follows:

"I am instructed to acknowledge receipt of your letter of the 15th instant addressed to the Chairman of the Civil Service Commission, in reference to the above competition. The Commission will be glad to furnish you with full information and to answer your questions as fully as possible.

This position was advertised in the Canada Gazette on November 8th, 1920, and a written examination held on the 11th of January, 1921. Of a large number of competitors but fourteen succeeded in securing pass marks on the written papers. An advisory board was appointed by the Commission for the purpose of (*a*) rating each applicant on education and experience as on the information set forth in the application, stating qualifications of the applicant for the position. (*b*) To arrange a date for and to hold an oral interview of those of the candidates so rated and considered by the board sufficiently qualified to be invited to present themselves for oral interview.

The board met and having given most careful consideration to the qualifications of the applicants, found that only one applicant could be given a sufficiently high rating on the above grounds to entitle her to oral interview. This applicant was accordingly asked to present herself for oral interview and after carefully considering the qualifications of the candidate in question, the board decided that it could not recommend her as eligible for appointment. As none of the other candidates had been adjudged to possess the experience necessary for an incumbent of such a position, this eliminated all those who had made applications for the position and as a consequence, the competition was re-advertised.

It will be seen, therefore, that the statements made in the fourth paragraph of your letter are based on insufficient knowledge of the actual facts of the case.

These candidates who had obtained pass marks on the written papers in the first competitions were informed that it would not be necessary for them to write in the second competition. Their education, experience and qualifications for this position were given careful consideration and rated by the advisory board, appointed to consider the applicants for this competition. So that ratings were allotted to all the candidates by the same board.

It is not a fact that any candidates have ever been informed that the second examination was open only to women having overseas service. In fact, the large majority of those who competed in answer to the second advertisement were not entitled to overseas preference.

On the 22nd September ultimo, the advisory board appointed by the Commission to rate applications in this competition on education and experience decided after long and careful consideration to eliminate from the competition all of the applications, with the exception of six. The candidates so eliminated, did not in the opinion of the board possess the necessary qualifications for the position and did not obtain the necessary pass percentage.

Of these six candidates, two were entitled to the preference provided by the Civil Service Act for persons who have been on overseas active service. A third had claimed this privilege but it was necessary to procure a ruling as the whether she was so entitled from the Department of Justice.

The provision regarding overseas preference, as set forth in the Act, section 39, sub-section 3, state that "In all examinations for entrance into the civil service.. all persons who have been on active service overseas...and who obtained sufficient marks to pass such examination shall, irrespective of the marks they have obtained, be placed in order of merit on the list of successful candidates next after any candidates who are on the special list mentioned in sub-section 2 of this section and above all other candidates." (Candidates on the special list are those provided for by sub-section 2 of the same section, as entitled to disability preference).

In view of the fact that two and possibly three of the candidates who were eligible for oral interview were entitled to overseas active service preference, it was recommended by the advisory board that those candidates should be requested to present themselves for interview, as it was possible that one or more might be rated sufficiently high in the oral interview to obtain pass marks in the competition, in which case there would be no necessity to put those candidates who were not entitled to overseas active service preference to the trouble and expense of attending before the board.

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It may be stated one of the overseas active service candidates so admitted to oral interview had obtained the highest marks on the written examination and second highest rating on education and experience. As a matter of fact, this candidate in the final results has secured a higher percentage than that earned by any other.

As to the objection that the paper written on in the last examination, compared with that set in the first examination is ridiculously simple, it need only be said that the first paper was set by Professor W. G. Smith of Toronto University, now of Winnipeg, and the second by Professor J. W. MacMillan of Victoria College, Toronto. Both these gentlemen are recognized authorities on the subjects treated, and when it is pointed out that of twenty-six candidates who wrote in the second competition, only ten succeeded in obtaining marks of 50 per cent and over and that the comparative qualifications of candidates in the second competition were fully as great as those of candidates who wrote upon the first paper, I think you will admit that your statement regarding the simplicity of this examination is exaggerated.

The questions as to the comparative difficulty of the two papers has already been raised by one of the candidates who wrote on the first examination. The matter was referred to members of the examination staff who, after careful comparison, reported that if there was any difference between the two sets of papers, those written on in the second examination were, if anything, more difficult than those set for the first examination.

I believe that the above information fully and sufficiently answers your letter. The boards were, in both cases, composed of persons recognized throughout Canada for their knowledge of social service, female immigration and kindred subjects.

The Commission is, and always has been, desirous of conducting all competitions with the utmost fairness and in the interests of the public, submitting candidates to such a test as will secure those most eligible for appointment."

By Mr. Parent:

Q. That letter is signed by whom?—A. By William Foran, Secretary. The point which I wish to stress—

By Mr. Shaw:

Q. I suppose the reason that you bring this case up is that it is typical of a lot of other cases?—A. I would not say that it is typical.

Q. It is the only case you have?—A. The only case we have to present. What we submit in evidence is this: We have made the claim that the second set of examination papers was ridiculously simple as compared with the first set. We submit the two sets of papers as evidence.

By Mr. Parent:

Q. Would it take very long to read the questions of the papers?—A. No. The first examination was held on January 11, 1921. It was divided into three parts. The first is:—

"*Practical Questions—Part I*

January 11, 1921: Time 3 hours.

1. After the war a large number of British women previously engaged on war work, was demobilized. It is desired to encourage these women to emigrate. Outline briefly a policy with this object in view.

2. Once a woman starts for Canada, how would you deal with her (a) in Great Britain, (b) on board ship, (c) on landing in Canada, (d) and so on, until she had secured employment?
3. If a woman, who has had no actual experience of domestic work, took advantage of an assisted passage through an institution in Great Britain, but found on arrival that she was unsuited for such work, what advice would you give her, and what steps would you take to safeguard the interests of all concerned?
4. You have to interview a number of women applicants for the position of Conductress. Outline the information you would give these applicants as to the duties to be performed. Say what qualifications you regard as absolutely essential for the carrying out of their duties.
5. What is the procedure in carrying out the medical and civil inspection at a Canadian entry port? State what medical inspection is made when an emigrant is boarding a ship in Great Britain.
6. What are the functions and purpose of Canadian Women Hostels? Where are they located, and how are they established?"

The next is:—

"*Practical Questions—Part II*

January 11, 1921: Time 3 hours.

1. Discuss as clearly as you can:
   (a) The conditions in Canada which render desirable, or allow, the immigration of females.
   (b) The types and ages of females desired.
   (c) The nationalities preferred, and the reasons therefor.
2. Suppose five families contemplate emigration from the British Isles to Canada. Each family consists of father, mother, two boys and three girls, ranging in age from nine to eighteen years. What would your attitude be in each case, mainly from a consideration of the female members of the family, if the father were a doctor, or a lawyer, or a farmer, or a carpenter, or an unskilled labourer?
3. Suppose the above five families decided to emigrate to Canada. What information could you give to each family as to the conditions under which they could travel; that is, conditions of space, ventilation, sleeping accommodation, food, water, washing and bathing, privacy and companions?
4. Assuming that you can, in answer to Question Three, state conditions largely as they actually are, what suggestions could you make for improvement, if desired, and how could such suggested improvements be brought about?
5. What precautions are necessary for guarding against disease on a ship whose passengers are mainly immigrants,—
   (a) before embarkation?
   (b) While on the voyage?
   (c) at the termination of the voyage?
6. (a) How are female immigrants cared for at the ports of entry?
   (b) What types of women are absolutely excluded?
   (c) How are they excluded?
   (d) What dispositions are made of such cases?

(e) Can you suggest any means by which admissible but unaccompanied women may be made more comfortable during the voyage, and become more easily adopted into Canadian life after their admission?

(f) State any books or pamphlets on the Immigration Question which you have read entirely or in part."

These are the two papers on practical questions. The third paper at the first examination was what is termed a questionnaire. (Reads.)

Questionnaire

January 11, 1921. Time: 2 hours

1. Give the names of three philanthropic bodies in the Old Country responsible for emigration to Canada. How did they operate? What, in your opinion, was the result of their activities?
2. Make a comprehensive statement of your executive experience, especially in respect to organizations, interested in women's work in Canada. Indicate what offices were held by you in such organizations, and what exactly were your duties.
3. What experience have you had of a supervisory nature? Give in detail: (a) the number of employees under your direction; (b) the nature of their duties and (c) the extent of your authority. Demonstrate how this experience will be of value to you in the supervision of a staff engaged in inspecting, caring for, and conducting female immigrants.
4. Illustrate your acquaintance with the Immigration Act and Regulations by explaining the following terms: Bill of Health, Board of Enquiry, Canadian Citizen, Domicile, Continuous Journey, Literary Test, Rejections, and Family.
5. What actual experience have you had in: (a) speaking at public meetings (b) making formal addresses to women's and other organizations; (c) preparing articles for the public press?

By Mr. Chevrier:

Q. How many passed on that paper?

The ACTING CHAIRMAN: One.

Mr. PARENT: No, fourteen.

WITNESS: The highest percentage was made by our complainant or client, Mrs. Lyons, 81.5.

By Mr. Martell:

Q. But she did not get the benefit of an oral interview?—A. She got no oral interview.

By Mr. Rinfret:

Q. How much time was allowed to them to reply to those papers?—A. For the first paper, they had three hours on the practical questions; on the second part of the practical questions, three hours; and two hours for the questionnaire.

By Mr. Parent:

Q. Eight hours in all?—A. Eight hours.

Mr. RINFRET: How many hours would be required to reply to those papers?

Mr. PARENT: About a year.

WITNESS: Mrs. Lyons took the highest percentage. I will now read the second set of papers, just two papers called Practical Questions. (Reads).

Practical Questions—Part I

September 6, 1921.
(Time 3 hours)

1. Distinguish modern immigration from earlier forms of human migration.
2. What is the significance of the fluctuations in the yearly arrivals of immigrants?
3. Is there reason to believe that immigration increases (a) disease, (b) poverty? In what respects. If so?
4. Mention three proposed methods of restricting European immigration. Criticize each briefly.
5. Write a note on the international white slave traffic.
6. Mention six of the chief books upon the subject of modern immigration exclusive of government publications. What books deal with Canadian immigration?

Practical Questions—Part II

(Time 3 hours)

1. Discuss the "returned immigrant" in his own land as a factor in inducing immigration.
2. Discuss and criticize the current treatment of female immigrants on board vessels at sea.
3. What is assimilation? Discuss assimilation in respect of (a) language, (b) education, (c) standard of living.
4. What policy should the Department of Immigration and Colonization pursue regarding the importation of dependent children?

That was the second examination.

By Mr. Parent:

Q. Is there any reference to the French language so far as those two examinations are concerned?—A. No, there is no language question whatever in those papers.

By Mr. Martell:

Q. The point is that Mrs. Lyons in the first examination made 81.5, and she was one of fourteen successful candidates?—A. There were several successful candidates, it states the number.

Q. Out of the number who were successful Mrs. Lyons was the highest, and she was not given an oral interview, but another was given an oral interview by the Commission, or by an advisory board. Is not that a fact?—A. Yes.

Q. But it was not the person who took the highest marks?—A. No.

Q. As a result of this interview with one of the candidates, others were eliminated, including the person who took the highest marks?—A. Yes.

Q. The Commission decided that none were eligible, and called a new competition?—A. Yes.

Q. Without calling upon the person who took the highest marks and without giving an opportunity to her of having an oral interview?—A. She had no oral interview.

By Mr. Chevrier:

Q. Did she compete in the second examination?—A. She was told it was not necessary.

Q. Let me understand that, subject to having it corrected later on. Did Mrs. Lyons get instructions to appear on the second paper?—A. I will correct myself, quoting from Mr. Foran's letter:

> "These candidates who had obtained pass marks on the written papers, in the first competitions, were informed that it would not be necessary for them to write on the second competitions."

So the statement of Mrs. Lyons is confirmed by Mr. Foran's letter.

Q. She was not asked to write?—A. She was not asked to write.

Q. What was the result, then; somebody appeared on the second paper?—A. Another set of people wrote on the next papers.

Q. What was the result of that, who got the appointment?—A. I cannot tell you who got it.

Q. Mrs. Lyons, at all events, did not get the appointment?—A. No.

By Mr. Martell:

Q. Have you any information to the effect that the person who actually did get the appointment had overseas service?—A. I am not sure.

By Mr. Parent:

Q. Do you know who is in charge of that position now, Mr. Patterson?—A. No, I have no information about that. Yes, it was an overseas person who got the appointment on the second examination.

By Mr. Chevrier:

Q. Did I get it from your letter that you wrote that on the second paper it was not necessary that overseas service should have obtained: did I get that right?—A. We had the information that the second examination was limited to overseas candidates, but Mr. Foran informs us that we were mistaken there, that other candidates did try.

Q. On the second test?—A. Yes.

Q. Who have not had overseas experience?—A. Who have not had.

Q. And are you aware whether it was necessary that on the second test they should have all had overseas experience?—A. No, I think we were probably misinformed there.

By Mr. Shaw:

Q. What do you mean by "overseas experience," having served in the army?

Mr. CHEVRIER: Yes.

By Mr. Shaw:

Q. I suppose the Commission would have the right to limit the priority to which an overseas candidate would be entitled?—A. No.

Q. Do you know whether or not Mrs. Lyons was an overseas person?—A. No, she was not. We are speaking of the first examination.

Q. Do you know whether or not there was some sort of advisory board on the second examination?—A. Yes.

Q. Do you know whether or not she appeared as a candidate on the second examination?—A. She was told that her marks on the first examination would stand on the second.

Q. Did she appear before the advisory board?—A. She was not called.

Q. Do you know whether or not she was called?—A. She would hardly appear unless she was called.

Mr. CHEVRIER: Mr. Foran's letter said it was not necessary.

By Mr. Shaw:

Q. So it appears there were some overseas people, who, in any event, would be entitled to priority?—A. Yes, there were some on the second examination, but it is the first examination we are referring to.

By Mr. Chevrier:

Q. Do you know whether the party that got the appointment got it by reason of overseas experience and overseas service, due to that preference?—A. Mr. Foran says here that one of the overseas active service candidates who was admitted to oral interviews had obtained the best marks on the written examination, and the second highest marks on education and experience, so it was obtained on the second examination from merit.

Q. Would it not have been possible, if Mrs. Lyons made such remarkable marks on the first paper, she would have obtained very much higher marks on the second paper?—A. That is one of the points I would like to make.

By Mr. Rinfret:

Q. Do I understand that they compared the results of the two papers on an equal footing?—A. No.

By Mr. Shaw:

Q. Supposing Mrs. Lyons secured 100 per cent, say, on the second examination, or on the first examination, and not being an overseas lady, and there was some other overseas lady competing who had a pass mark, would that lady, that second lady, not be entitled to the position, by law?—A. You see, we are not discussing a theoretical case; we are discussing what actually happened.

Q. My point is this—what I want to get at is this: as a result of the whole transaction, was any injustice done to Mrs. Lyons?—A. Yes.

Q. Tell me how she could have got the position?—A. We think she should have been at least considered for it, as a result of the first examination, when one person was brought in and examined, and was rejected, and no one else was heard.

Q. That particular one brought in before the board, the advisory board, was an overseas person?—A. Very possibly, but she was rejected.

By Mr. Parent:

Q. Was she or was she not, as a matter of fact?—A. I do not know just at the moment.

Mr. SHAW: Let us get the facts.

The WITNESS: It does not state anything about that here. Shall I read the paragraph? There is not a word about it.

By Mr. Chevrier:

Q. Now then, Mr. Patterson, I will put it this way: what was the reason, if you know, for holding the second examination, and secondly, did the Commission ever give you a straight answer as to why Mrs. Lyons did not get it, or why this other person got it?—A. What was your first question?

Q. What was the reason for holding a second examination, do you know?—A. No, I do not know.

Q. You have not been able to find out?—A. No.

Q. You may have your reasons for doubting, but you do not know?—A. I could not make any statements.

Q. The second question is this: did the Commission give you a straight answer as to why Mrs. Lyons did not get it or why this other lady did get it?

—A. I have read their answer to the Committee; it is a very long and very involved answer; I do not consider it a satisfactory one.

Q. It does not state that this lady got it because she was entitled to it by overseas preference?—A. Yes,—pardon me.

Q. Give me the answer. I want to get what the answer was, if the Civil Service Commission gave you a straight answer, I would like to know what it is. —A. As far as the appointment made on the second examination is concerned, he says, "It may be said that one of the overseas active service candidates so admitted to oral interview had the highest marks on the written examination and second highest rating on education and experience." If there had only been one examination, that would have been fine; she would have got the appointment.

By Mr. Chevrier:

Q. It is very simple to get a straight answer to that point.—A. The point we bring up is, why a second examination was held. As representing the organization, I submit this as evidence just along two lines, to bring out two points. First, that we contend there is a marked difference, an unjustifiable difference between these two sets of papers.

By Mr. Rinfret:

Q. There is a point I did not catch; was the object of the second examination to discard the first one, or to compare results with the first one?—A. It was not to compare, it was apparently to discard.

Q. To discard the first one altogether?—A. Yes. That is one point, that there is a difference between these papers. The second is that the person who got the highest marks on the first written examination was not given an opportunity to appear for oral interview for the reason that they decided her qualifications were not sufficiently high. You know what is meant by "qualifications". When a candidate sends in an application form for an examination like that, attached to the application is a statement of the qualifications, the experience they have had which would fit them for such a position. What I would like to bring to the attention of the Committee in connection with that is this point, that we presume Mrs. Lyons sent an adequate and proper statement; we will take that for granted. If she had attached to her application a blank sheet of paper, she would not have come out any different, in the face of the following questions in the questionnaire, Examination No. 1, which she answered and made 81.5 per cent on the whole examination. These questions are:—

> "Make a comprehensive statement of your executive experience, especially in respect to organizations interested in women's work in Canada. Indicate what offices were held by you in such organizations, and what exactly were your duties.
>
> What experience have you had of a supervisory nature? Give in detail: (*a*) the number of employees under your direction; (*b*) the nature of their duties; and (*c*) the extent of your authority. Demonstrate how this experience will be of value to you in the supervision of a staff engaged in inspecting, caring or, conducting female immigrants.
>
> What actual experience have you had in: (*a*) speaking at public meetings; (*b*) making formal addresses to women's and other organizations; (*c*) preparing articles for the public press."

Now, if Mrs. Lyons could make 81.5 per cent on these three papers, she certainly must have given very satisfactory answers to these three questions which make 3-5 of the whole paper, otherwise she would have failed on the examination.

By Mr. Parent:

Q. Did it not come to your mind that the Civil Service Commission, wanting to appoint a lady with overseas service, was bound to call for examinations until they would get such a person?—A. I do not think it is one of the duties of the Civil Service Commission to keep on calling for examinations.

Q. Apparently, from what has taken place, in this instance, that is what they were trying to do?—A. I would not wish, sir, to make any statement of any inferences I draw; I would rather just submit the case for the consideration of the Committee.

By Mr. Shaw:

Q. Mr. Patterson, I want to ask a question. In the first place, you have not given us, I suggest, adequate facts upon which to make any judgment; in the second place, I would like to suggest to you that the last inference which you make in regard to the questions there is entirely unwarranted. I do not say that in any unfriendly way, but you see the statement of the applicants for the position is a sworn statement, is it not, that the application of the candidate is a sworn statement as to her qualification?

Mr. CHEVRIER: But Mr. Patterson did not say he—

By Mr. Shaw:

Q. Is that not true? Is that not true, Mr. Patterson?—A. Mr. House informs me it is a declared statement.

Q. It is made under oath?—A. Has it the same weight as a declaration?

Q. Yes, it is made under oath. Do you not see that is an entirely different situation from where a person writes out a statement?—A. I am afraid you are putting it on strictly legal grounds, where I cannot follow you. I would almost be justified, I think, in drawing this inference, that the candidate in making that declaration adheres to the truth, whereas in writing similar questions on an examination paper she might exaggerate.

Q. Exactly.—A. I would not like to say that.

By Mr. Chevrier:

Q. There is nothing there, you have not said yet that Mrs. Lyons did not put in a sworn statement or declaration. Did she or did she not? If not, then I am through. Did she accompany her application with a sworn statement or declaration?—A. I presume she did.

Q. If she has, very well. If she has not, then, of course, it may be that the contention of Mr. Shaw is right, but I have no evidence yet. The fact that she did not put in the sworn statement—I understood you to say that if she had put in blank sheet of paper, it would have had just the same effect, because of the way she answered the questions?—A. I was taking it for granted, of course, that she would answer the questions truthfully.

By Mr. Shaw:

Q. You can see my point of view?—A. Yes, I see your point, but I was taking it for granted that she answered these questions truthfully. It asks for a statement, and I presume she gave it.

Q. There is just one suggestion I would like to make. I think you should secure this information as to whether or not, on the first examination there were any people of overseas experience, because if they made a pass mark they would be entitled to priority over Mrs. Lyons on that examination, and then you should let us know whether or not the candidate who was asked before the advisory board, the person herself was an overseas candidate. If she passed she would be entitled to priority in any event.—A. That information, it seems to me, can only be got from the Civil Service Commission.

Q. Yes, that is quite true.—A. I am simply giving the complaint that I have before me. I really do not see where these questions of yours apply to the case, as far as the first examination in concerned. Doubtless they do apply, but I could not get that additional information, because I have not access to their records.

Q. Of course, you have a letter there, perhaps you could have followed it up by another letter getting other information. I am just as anxious as you are to find out what the facts are. If it is typical of any number of cases, then it is of great importance.—A. I did not suggest it was not typical, I am simply trying to present this information.

The CHAIRMAN: You might make a motion that the Civil Service Commission be asked for this. We might have that from the Civil Service Commission to-morrow, before Mr. Paterson is through.

Mr. SHAW: I am in no rush to get it just now.

Mr. CHEVRIER: Will you, when you get that evidence, add that? You might find out if Mrs. Lyons accompanied her application by a sworn statement or a declaration, and secondly, it might be asked of the Civil Service Commission why the second examination was held.

The CHAIRMAN: Gentlemen, it is after five o'clock and we have a meeting of the sub-committee, so I think we had better adjourn.

Mr. CHEVRIER: I want to make this motion, seconded by Mr. Parent.

"That the Civil Service Commission be instructed to furnish the following information asked for over three weeks ago:

The personnel of every Advisory Board that sat in Ottawa since the formation of advisory boards, giving

(1) the names on each and every occasion (comprising the Board).
(2) the object for which they sat.
(3) the result—showing:
    (*a*) the name of the party recommended
    (*b*) the approval or rejection by the Civil Service Commission".

I am concerned, of course, with Ottawa only, but if any members of the Committee want to enlarge on this, I have no objection, but it might take a long time if we get this information, because the advisory boards are very much discussed.

The CHAIRMAN: Motion carried.

The Committee adjourned.

THURSDAY, April 12, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m., Hon. Mr. Marcil in the chair.

The ACTING CHAIRMAN: As the Chairman will not be able to be present for some little time, he has asked me to take his place until he arrives.

Mr. RINFRET: I would like to present reports of the sub-committee. At a meeting on the 11th April it was proposed by Mr. Malcolm, seconded by Mr. Shaw and resolved that,

"Any organization of civil servants will be heard, their brief considered or Ottawa representatives of their organization heard, without expense."

I may explain that what was intended was—all these associations have been notified—but what is intended by the resolution is to let them know that we are quite willing to secure their views, but that the sub-committee does not feel it can recommend the Committee to incur any expense in that connection. I would also like to present a report of the sub-committee meeting of the 12th April—that is to-day—It was proposed by Mr. Chevrier, seconded by Mr. Simpson and resolved that—

> "Whereas this Committee was appointed to enquire into the operation of the Civil Service Act, that the said Committee should entertain all individual complaints in connection with the workings of the Civil Service Act, provided the said complaints be made in writing and filed by complainants."

The object of this motion is that we should receive in writing all individual complaints, but we do not feel that we can recommend that certain complainants be heard as witnesses. But their complaints will be given consideration if they are written and signed by the complainant.

The ACTING CHAIRMAN: We will continue with Mr. Patterson's evidence.

Mr. FREDERICK WILLIAM PATTERSON recalled and further examined.

WITNESS: Mr. Chairman and gentlemen, at the close of the sitting yesterday afternoon I had just completed submitting to the Committee certain evidence in connection with the case of Mrs. M. J. Lyons, who had tried an examination in January last for the position of supervisor of the women's division of the Department of Immigration and Colonization. I have nothing further to add to that evidence to-night. I should just like to state in summing up for our organization that we submitted the case as tending to show that outside examining boards and outside advisory boards were not under sufficient control, that there was a possibility of their not having a sufficient sense of their responsibility, that there was a possibility of their being open to influence, therefore and that there was a possibility, in fact a likelihood of their not being adequately seized of government requirements in the various positions. We further submit that the Civil Service Commission in operating this system of calling in outside boards really incur a share of responsibility—the amount of that share I will not state—for those boards and for their proper functioning, especially in view of the fact that it is a rule of the Commission—I will not say an invariable rule, because I do not know whether the Commission had a representative or an official present at the time this board sat—but their rule is that a representative of the Commission be present. In that case, it seems to me, they assume very direct and full responsibility for the proper functioning of those boards. Those are the points which we submit that evidence to prove.

By Mr. Brown:

Q. I was not here yesterday, but do I gather that your organization is opposed to those outside advisory boards?—A. Yes, sir, those outside advisory boards. We think that those technical appointments should be made by the departments themselves, and that should a department feel that they do not care to assume the responsibility of deciding on the best applicant among a large number whose claims may be very nearly parallel, they are quite at liberty to call in help from other departments, you understand, in a quiet and unofficial way, just to help them to come to a decision.

Q. On that point, have you submitted any evidence as to specific cases of advisory boards?—A. Yesterday, I submitted a complaint and it will be found in the evidence.

By Mr. Shaw:

Q. The one case you speak of, you say is the only case you know of?—A. No, sir, I did not say that.

Q. Are there other cases?—A. This is the only case I am submitting.

Q. Are there any other complaints in that connection?—A. We are not submitting any other cases.

By Mr. Simpson:

Q. The question was, do you know of other cases?—A. I have no other case prepared at present.

By Mr. Brown:

Q. You are basing your case on that one specific instance?—A. It is submitted as an illustration.

Mr. BROWN: One specific case is not sufficient to prove a whole case.

Mr. PARENT: It may be sufficient to enable us to draw conclusions.

WITNESS: It will prove the point I brought up.

By Mr. Chevrier:

Q. You say that that is the only case you are submitting?—A. It is the only case I am submitting.

Q. Are there other cases that you could submit if you cared to go into them.

Mr. SHAW: I object to that question. If he is not prepared to submit them, I do not think he should suggest any suspicion.

Mr. CHEVRIER: Might I ask the reporter to read the previous question? If there is any difference between the question I asked and the question that was previously asked, I would like to see the difference.

(Questions and answers read by the reporter.)

What is the difference between that question and my question?

Mr. SHAW: All the difference in the world. There is the suggestion that there are a lot more cases and he has not gone into them. If he has any more cases, let us have them.

Mr. MARTELL: If we are going to take the role of counsel and one objects to the other's form of question, I do not think that is quite fair. The Committee is more in the place of a judge, and I think anybody can ask a leading question from any standpoint.

Mr. SHAW: No objection to that.

Mr. MARTELL: I think Mr. Chevrier's question was perfectly legitimate.

The WITNESS: I am quite willing to answer as frankly as I can. During the time I was president of the organization, and since, one of my duties was handling a great many grievances of one kind and another, or cases, if you wish to call them so. Now I cannot on the spur of the moment think just how many cases I may have which at this time I could get in shape to submit as clearly and as conclusively as possible to the Committee. I submitted the case in the first place, not to, as I say, get anything on anybody, just to illustrate what I consider was a danger in the present system, so when we explained the details of the system we are suggesting members of the Committee would possibly have this case in mind and would see how our plan avoided that possibility in the future. If we had presented the evidence with the idea of getting something on anyone, we might have gone further. We do not desire to do it. The next point that I desire to bring up, are two or three cases of what we consider —

By Mr. Parent:

Q. I do not want to interrupt you, but before you go any further, what I would like to have my mind clear about, is a clear statement of what you understand of an advisory board. Is it composed of one, or two or three men as the occasion arises, or what does it consist of?—A. I do not know that there is any fixed number. I would have to refer that to the Commission itself.

Q. Are you aware that in any case only one person might have acted as an advisory board?—A. I am not aware. I think that practically always there is a representative, for instance, of the G.W.V.A. That would be one. There is a representative of the Commission, and usually one or two expert men with experience in that line are supposed to be there in addition. I suppose the board would consist of three or four. I do not know.

Q. Supposing you had to appoint a man at some experimental farm in the district of Quebec, do you know what procedure is followed to secure a man of this sort?—A. That would be for a technical position?

Q. Yes. A. The application, of course, would come to the Commission here. I think it is the rule for the head of the branch to appear in that case. That would be the head of the farms. There would be the representative of the G.W.V.A.; there would be a representative from the Commission, and there would be another man, or men that would care to call in. It would depend, I presume on the importance and status of the position.

Q. Does it ever occur to you that the man in charge of the experimental farm in one district, that he would get the nomination, from the report of the man in charge of the experimental farm?—A. That they would make the nomination on his report?

Q. The Commission would nominate the man on the report?—A. It has always been done as a result of the meetings of this board. Of course, when a director goes there, I suppose he makes his recommendation and sizes the men up.

Q. Do you know of any case where the head of that experimental farm in the Province of Quebec had to report on his own brother as to his capacity to occupy the situation involved?—A. The director of the experimental farm had to report on his own brother?

Q. The superintendent of the farm.—A. Yes, there was that case.

By Mr. Martell:

Q. Would he be accused of partiality or patronage, if he recommended his brother?—A. Not in that case.

Mr. SHAW: Brotherly love.

The WITNESS: Not in that case, because his brother was the only man who appeared for oral examination.

By Mr. Chevrier:

Q. Are you speaking now with an absolute knowledge of how these boards are appointed?—A. No. The proper official for that would be some official from the Civil Service Commission. I have an absolute knowledge of how these boards are constituted.

By the Chairman:

Q. You may proceed.—A. I want to give just two or three instances of what I considered unnecessary and complex red-tape in the ordinary carrying-on of the business of the department. As you are aware, in June last, a large number of classes of employees were exempted from the jurisdiction of the Civil Service Commission, and as I understand it, put under the control of the departments. Among those classes were several, of which there are a large

number, of employees in the various departments, such as labourers, teamsters, et cetera. Now, while they were under the jurisdiction of the Commission, as far as I am aware, no return of those labourers was asked for by the Commission. I know there is a branch (where I am employed) where we have a large number of labourers, we never send in any returns. However, on March 14th we received this circular letter signed by the Secretary of the Civil Service Commission:—

DEAR SIR,—Order in Council P.C. 1053 dated June 29, 1922, provides that—

"Whereas any position which is exempted under the provisions of Section 38B of the Civil Service Act, 1918, as amended (with the exception of those groups 1 and 2) is to be continued for more than six months, the Department shall report the duties thereof to the Commission in order that the position may be classified and that no further payment of salary in connection with the same shall be authorized until the position shall be so classified",

"Provided further that a report shall be made by every Department to the Civil Service Commission in the months of January, April, July and October in each year, setting out the name, duties, salary, place of residence and place of employment of each person appointed under the authority of these regulations during the preceding three months, with the date of commencing duty and the probable duration of employment. In each case where the employee has been on military service overseas, the letters 'O.A.S.' should be added after the name."

I am to request that a properly completed classification card (140-A) together with Form CSC 241, "Classification of position exempt from the operation of the Civil Service Act" in triplicate (one copy to be returned to department and one to be sent to the Auditor General) be submitted for each position which will be occupied for more than six months prior to the beginning of the fifth month of occupation.

In order to preserve uniformity in departments I am also to ask that Forms CSC 242 and CSC 243 be used for reporting persons appointed under the above regulations and the separation of such persons from the Service. If no appointments are made during a quarter, I am to ask that a report marked "Nil" be forwarded to the Commission.

Samples of the forms mentioned herein are attached hereto and may be obtained from the Department of Public Printing and Stationery.

Your truly
(Sgd.) W. FORAN,
Secretary.

As far as the branch I am in is concerned, you will pardon me for using that, because I am more familiar with it.

By Mr. Brown:

Q. What branch is that?—A. Experimental Farm, Department of Agriculture; during the next three months we shall be putting on between 300 and 350 farm hands.

By Mr. Chevrier:

Q. Distributed over where?—A. From the Atlantic to the Pacific, in the central farm, and 24 branch farms. A card is sent to each superintendent, to be filled out by each labourer, whom we think we are likely to need for six months or over. The man has to fill out a card like this, outlining his work.

There is a column for comments by the Civil Service Commission. I am speaking of a farm labourer and teamster. On the other side he has to give a record of his previous appointments in the government service. There is a space below the line reserved for comments, by the head of the branch; another space for comment by the department head.

Q. Before that goes out of your hands, can you say how many questions they are asked there?—A. I believe they are numbered; I am not quite sure. No, I thought they were.

Q. Because I do not know that that can be printed as an exhibit, but we would like to get that down in evidence, the number of questions that are asked for the employment of a farm hand?—A. Say twenty.

By Mr. Parent:

Q. And a man is supposed to fill that up himself?—A. And a man is supposed to fill that up himself, and it is supposed to be OK'd by the superintendent.

Q. Every man who makes application for a job must fill out that?—A. As farm hand or teamster.

By Mr. Shaw:

Q. If he were to be employed for a period over six months only, I understood you to say?—A. Yes, only.

By Mr. Chevrier:

Q. That is on making application for an employment which will last over six months, he has to fill that card?—A. Yes.

Q. If there are 5,000 applicants for a position lasting over six months, they must fill out 5,000 of these cards?—A. This is the process which I am describing, must all be completed prior to the fifth month of occupation. We are taking on men late this month; a lot of these men we are going to need for six months. We do not know which we are going to need for that period. We will keep the best. When the rush work is over in August, we will let the poorer men go and keep on the best for the fall work. The only one way really is to have a card sent in by each man. Otherwise we are going to find ourselves—if a man turns out to be a good man and we will like to keep him—there is every temptation in the world—I do not say the superintendent would do it; but there is every temptation in the world for them to put that man out because he has not filled out a card, just to avoid getting into complication with the head office.

Q. This is just a pure statement of his?—A. It is a pure statement. I do not think it is declared to, as I remember.

By Mr. Shaw:

Q. You do not have to make this out as soon as the man enters your employ? You may make it out two or three or four months after he enters the employment?—A. Any time up to the fifth month.

By Mr. Chevrier:

Q. The man himself makes it?—A. Prior to the beginning of the fifth month. That is, by the end of the fourth month.

By Mr. Shaw:

Q. So you probably know before the end of the fourth month whether you want him or not?—A. A man has to make that out a great deal before the end of the fourth month, because there is much more to be done with it, as I will explain. When that card comes to Ottawa, there is this additional sheet: "Civil Service Commission of Canada. Certificate of classification of certain positions exempt from the operation of this Act, et cetera. The services of the

employee named below are required for a period exceeding six months,' and the classification of the position is therefore requested. There are a number of questions which the applicant is required to answer. Now, in 99 cases out of 100, it is impossible to name the previous incumbent of a job held by a farm labourer. They are there and keep up the working force as a whole, on that farm. You could not keep the name of the previous incumbent. Then here is the Commission's certificate. All our men are paid so many cents an hour.

Q. If the information given out on your first card does not correspond with the position as it is determined in the book, in the classification book, it is liable to create a new classification?—A. These are for unclassified positions.

Q. Then you create another position. Never mind, the Commissioners will answer that.—A. That also has to be done before the beginning of the fifth month. Here is another form.

Q. Will you let us have the form?—A. Yes.

Mr. SHAW: I suppose nothing tragic ever happens if these forms are not completely filled out.

Mr. CHEVRIER: Except it might cost him his job.

The WITNESS: There is another return in connection with the same farm labourer. "Quarterly statement of persons employed in positions, which are exempt from the operation of the Civil Service Act under orders-in-council:—

"Name.
Previous incumbent of position, if any.
Duties.
Give details but as briefly as possible."

By Mr. Chevrier:

Q. For a farm hand?—A. Yes.

"Salary per month.
Place of residence.
Place of employment.
Date commencing duty.
Probable duration of employment.
Date of separation, if engagement has already terminated."

That has to be made out, a quarterly return from all these farms. This is sent in every quarter. Here is the fourth return that has to be in. This is a separation report. When that labourer leaves the service he is noted.

By Mr. Brown:

Q. What rate of wages will the man you are referring to now be receiving? —A. It varies in different parts of Canada. Our farms extend from Prince Edward Island to Victoria.

Q. The duties they have to perform are the ordinary duties of a farm hand?—A. Just the ordinary duties of a farm hand.

By Mr. Chevrier:

Q. All these forms are then sent to the Civil Service Commission, and then I suppose they must be filed and somebody must be looking after them?—A. There must be a careful system of filing, or else there would be a tremendous confusion.

Q. Do you know whether that means the creation of a file for every one of these applicants?—A. I know if it were in my office it would involve that.

By Mr. Parent:

Q. You have referred to about four cards?—A. Four forms. There is the classification card and there is the classification form. The list of men in the employ and the separation report.

Q. Did you give the number of each form?—A. Yes. That letter I read gave them all.

Mr. CHEVRIER: I would suggest that these four forms be kept together as exhibits, not printed, but to be left for the convenience of the Committee.

Q. Do you know that that is the result of regulations made by the Civil Service Commission, carrying out the present law?—A. Certainly. They are all issued by the Civil Service Commission, and I read the letter of instructions from the Secretary.

By Mr. McKillop:

Q. What hours are the employee on the farm supposed to put in?—A. Ten in the summer and nine in the winter.

By Mr. Chevrier:

Q. This classification system was not in force before the Civil Service Commission issued its regulations.—A. The point I want to make is this, while these people were theoretically under the control of the Civil Service Commission, that is before the passing of the order in council, June 29, as far as our branch is concerned—I speak for no other, I do not know; as far as our branch is concerned, we made no return whatever to the Commission, to my knowledge.

Q. You did not go to the trouble of making these expensive reports in all these four forms?—A. There was no return whatever. The only return we get on these men on the branch farms is, each month the superintendent sends in his pay sheet.

By Br. Brown:

Q. Do the men who drive the team feed them in the morning, because in the ordinary farm it takes a good deal more than ten hours work to do that?—A. They feed them.

Q. And take care of them?—A. They are given an extra hour for that.

By Mr. Chevrier:

Q. Before these forms were used, did you employ more men on the farms relatively to the amount of work that was necessary to the farm, compared to the work that is being done now? Did you have more men on your pay sheets than you have now? Did you have more men in the employ of the farms, before the introduction of this scheme than you have now?

Mr. PARENT: There may be more farms.

The WITNESS: The men are increasing all the time, because we are adding to the number of farms of course.

By Mr. Chevrier:

Q. Before the introduction of this system can you say whether there were any superfluous number of men employed?—A. I do not know any instance of it, because our superintendent reports when he puts on men. If he needs a man in a hurry he does not wait for previous authorization, but he always reports what he has done and reports their rate of wages.

Q. I mean before the introduction of this, the superintendent did not employ more men than he needed?—A. Not at all.

By Mr. Shaw:

Q. I am under the impression that this order in council of June 29th last eliminated through the jurisdiction of the Civil Service Commission all such employees as you have been speaking about?—A. Yes.

Q. Where does this six month's limitation come in?—A. I have just read you Mr. Foran's letter covering that point. That is the point I am trying to bring up.

By Mr. Chevrier:

Q. Can you tell me whether or not the order in council itself expressly provides that manual labourers who were to be employed for a period of more than six months shall be under the jurisdiction of the Commission?—A. Yes, the order in council says that. I am not speaking for anybody else, but I know that the order in council was that anybody employed for more than six months must be reported to the Commission, even under the exemption. They have to be reported to the Commission.

Q. I was just wondering are they under the jurisdiction of the Commission? —A. I am not speaking for the Commission. I would rather they would say that themselves. Is it not given in No. 6 of the evidence, page 213 of the evidence, No. 6 (reads):—

> "Provided that, where any position which is exempted under the provisions of Section 38B, of the Civil Service Act, 1918, as amended, with the exception of those (in groups 1 and 2) is to be continued for more than six months, the department shall report the duties thereof to the Commision in order that the position may be classified and that no further payment of salary in connection with the same shall be authorized until the position shall be so classified."

Q. There are groups 1 and 2 referred to there?—A. They are part time positions. All positions where the salary does not exceed $200 per annum. The order itself is quoted in No. 6.

Mr. CHEVRIER: Probably on that point, in order to simplify the matter, I understand Dr. Roche could say. I have no objection to Dr. Roche stating what the point is.

Dr. ROCHE: I think that probably what the witness has in mind is, that where positions are going to be filled in a tentative capacity for more than six months, the position must be classified. That does not put the positions, like the unexempted positions under the civil service jurisdiction. It does not bring an exempted position after six months under the jurisdiction of the Civil Service Commission.

The WITNESS: I was not claiming it did.

Dr. ROCHE: I think it was intended as a matter of record. Very many members of Parliament put questions on the Order paper, and they want information from various departments, and the Civil Service Commission is a sort of clearing house for all the departments, and very many questions have to be answered by the Commission as to the number of employees, as to the salaries paid, and so on. We want a record of it, and we supply the Auditor General with that record.

Mr. PARENT: Over men with whom you have nothing to do whatever?

Dr. ROCHE: As a matter of record, to find out how many men are in the employ of the Government, whether they are exempted or not.

Mr. PARENT: Under what authority?

Dr. ROCHE: The Order of the Governor in Council.

Mr. PARENT: The Order in Council that has just been read?

Dr. ROCHE: Yes.

Mr. PARENT: The point I wanted to bring out, was, that it seems to me a case of perplexity in administration where something more concise would serve the purpose just as well.

The WITNESS: Just off-hand, I believe if the Commission wants a record, could they not get the information that could reasonably be asked if we were to provide them with a copy of our pay sheet? Our superintendent sends us in a copy of the pay sheet each month for our files. If they sent in two and we sent in one, would that not be sufficient? It shows his occupation, his rate per hour, the period covered by the pay sheet, the total number of hours for the month, with a column for remarks. That I think should be sufficient for that simple class of employee.

Q. Do you know whether your branch made a suggestion, or such a recommendation to the Commission?—A. This, as you will see, is only dated March 14th. We are only getting our first April returns in from the branches now.

There was a somewhat similar instance which I should like to bring to the attention of the Committee, that is, the manner of handling statutory increases. Under present conditions everyone in the classified service, whether they are paid from what we call the Civil Government or from the votes of different departments or branches must be signed henceforth by the head of that branch, a recommendation for a salary increase, or they do not get it. I have here the form:—

GOVERNMENT OF CANADA

REOMMENDATION FOR SALARY INCREASE

.....
Department No.

.....
Date.

To the Civil Service Commission:

The salary increase specified below is hereby recommended for the employee named;

Name in full .....
Department .....Branch .....Organization
Unit and Position No.....
Classification Title of position .....
Present salary .....Proposed salary .....
Amount of increase .....
Date of last increase.....
Date increase should become effective .....

Certificate of Deputy Head:

I hereby certify that the above named employee has performed and is performing meritorious service and has increased his usefulness in the service.

Signed .....
(Signature of Deputy Head)

NOTES AND INSTRUCTIONS

1. This form must be used only for applications for increases in compensation under Civil Service Act 1918 as amended Sec. 45B (3).

2. This form must be submitted to the Civil Service Commission in duplicate. When the increase is approved the original will be retained

by the Commission for its files and the duplicate, bearing the Commission's approval, returned to the department. No letter of transmittal need accompany the form.

3. Separate form must be submitted for each employee.

This space reserved for the use of the Civil Service Commission.

.....
(Commission's Number)

Form C.S.C. 104-25M-1-21.

There is another thing that is very complex. I know in our own branch we have to make five copies of that form in order to have one copy for our own files and to satisfy everyone who wants a copy. We keep one copy, the Commission gets two, the deputy minister gets one and our accountant gets one. So there are five copies of that recommendation for an increase in the case of each employee.

By Mr. Chevrier:

Q. How many employees have you to which that would apply?—A. That would apply to roughly about 300 employees in our branch.

Q. How many would that mean for your particular branch?—A. In the particular branch I am in, it would mean 1,500 forms.

Q. Does that apply to every employee in the service who deserves an increase?—A. Yes, throughout Canada. If that form does not come in, he does not get any increase, if it is forgotten.

By the Chairman:

Q. What date of the year would that be?—A. It must be in the hands of the Commission and acted upon at least one month before the increase takes effect; that is, if a man's increase dates from April 1st, as a great many of them do, it must be in and be O.K.'d say by the first of March. I believe that is the regulation.

By Mr. Chevrier:

Q. Are the statutory increases given on the same date throughout Canada? —A. No; it depends upon the date of a man's appointment.

Q. They are only given once a year?—A. Only once a year.

Q. So that you have to keep it going practically all the time?—A. The year is divided into what they call four official quarters, April 1, July 1, October 1 and January 1. Then you must remember that six weeks or so before the beginning of an official quarter, your lists of employees must all be gone over, so that you are sure you are not overlooking some employee whose next increase dates from the next official quarter, because if you overlook him there is difficulty in the readjustment; of course it is capable of readjustment, but it makes a lot of trouble.

By Mr. Parent:

Q. What is the number, Mr. Patterson?—A. This is C.S.C. 104.

By Mr. Shaw:

Q. What is the suggestion of your organization in reference to this matter? —A. We have two suggestions. Would it not be possible for a man's statutory increase to be understood as being due and payable from such a date unless he had been reported upon adversely by his deputy minister, that is, simply an adverse report?

Q. Instead of taking the affirmative side, taking the negative?—A. Certainly.

Q. Has your department suggested that to the Civil Service Commission?—A. Not that I know of. I do not know whether they have or not.

Q. I mean your organization?—A. No, we have not suggested that.

By Mr. Chevrier:

Q. What was the system in use previous to the adoption of this scheme?—A. I really could not tell you what the system was, because we had no part in it in our branch. If the head of our branch considered a man was not entitled to a statutory increase, he would report so through his deputy minister. What returns were prepared in the office of the deputy minister, I could not say.

That is one suggestion we have to make. If that were thought a little too loose, why not simply prepare in the accountant's office, or wherever it might be done most conveniently, a list of names of persons entitled to an increase at the beginning of the next official quarter, and at the bottom a memorandum for the deputy minister something like this: "I hereby recommend that the above named be paid the statutory increase from such and such a date," and sign his name.

Q. Do you know whether that is the outcome of recommendations made by the classifiers from the outside, those foreign experts?—A. I could not say. It is on the Civil Service Commission form, but I think it dates from their reign here. It has been in force for quite a while.

Q. Have you any idea of the time it takes your clerks to prepare the sheets with carbon copies and all that?—A. It was not done in my office; it was done in the office of the secretary. I would judge that his staff was at it a good part of every day for a month.

Q. Have you any idea of the length of time it took in the old days?—A. In the old days it did not take us any time, because we had nothing to do with it.

Q. How long do you think it would take now?—A. I should say that, working full time, it would take ten days, in his office.

Q. With how many clerks?—A. Two clerks, and myself supervising the work.

By Mr. Brown:

Q. For every quarter?—A. There would be a certain number every quarter.

Q. Would there be ten days out of every quarter?—A. The heaviest quarter is the April 1st quarter, putting the service on a reclassification, so many dated from April 1, 1919. The heaviest load is on April 1; the others are not so heavy.

Q. How many clerks are working there now?—A. Two clerks, and the secretary supervising.

By Mr. Shaw:

Q. You have a staff of 300?—A. Approximately 300.

Mr. SHAW: I just want to get an idea of the speed at which they are working.

By Mr. Chevrier:

Q. What kind of a sheet is that; is it on the length or on the breadth of the lines that it is used?—A. It is a thing that cannot be typed quickly.

Q. Are there any other sheets used in connection with these statutory increases?—A. These are the only sheets we send in. I presume when these get into the hands of the Commission, each employee has a file, the copy is attached and the file put back. They have no doubt a very accurate system, and it must take a great deal of time in the office.

APPENDIX No. 5

By the Chairman:

Q. Have you any idea how many employees receive an increase in a year? —A. I could not give it to you with any accuracy, that is, the total number of classified employees in Canada. Possibly Dr. Roche might be able to give an approximate figure.

Dr. ROCHE: I cannot give an idea of the employees who are classified.

The CHAIRMAN: You could not say the number offhand?

Dr. ROCHE: Not offhand.

By Mr. Shaw:

Q. There seems to be some misunderstanding, Mr. Patterson as to just how many papers you make out; is it the one paper you refer to?—A. Five copies of it.

Q. One machine does it?—A. The one operation. It is slow work arranging it and getting it to register right on the proper lines. It is not a case of touching it off quickly on a machine.

Q. It takes three parties ten days to do it?—A. Yes. It is not a mere matter of typing.

Q. That is at the rate of about thirty a day?—A. We have to go over the whole list, to see when each man's increase starts.

By Mr. Chevrier:

Q. It is not just the typing that takes the time?—A. No; that is the simplest part of it.

By Mr. Shaw:

Q. Can you say, Mr. Patterson, that the filling out of that list is due to a statutory provision, or is it due to some regulation merely of the Civil Service Commission?—A. I take it to be a regulation of the Civil Service Commission.

Q. Can you say definitely whether it is a statutory regulation?—A. No, I could not say that.

Q. I suppose you can probably tell me this: the object of using that system is to insure that the department head will go over the qualifications of every individual, whatever the salary increases may be; would that be the object of it, do you suppose, or can you give us any help in connection with that?—A. No, I am afraid I cannot, Mr. Shaw.

Q. That is the only thing I can think of; I thought you might probably help us?—A. There may be very good reasons for it.

Mr. CHEVRIER: We will find out from the Commissioners.

Mr. SHAW: I would suggest that the staff should be speeded up.

WITNESS: It has to be done very carefully, and very very thoroughly.

Mr. CHEVRIER: It might be interesting for Mr. Shaw to go in and see the process.

WITNESS: If you were in the service and were speeded up and missed your increase, you would know all about it.

Mr. SHAW: I do not want to be.

WITNESS: The next general point I would like to take up, for just a moment, is the present system of handling promotions. The organization I belong to does not consider that the present system is as efficient a system as might be devised. We, of course, recommend that promotions be handled by the department and be concurred in under the joint councils' scheme by the representative of that employee's department on the joint council.

By Mr. Chevrier:

Q. Would the 1,700 employees in your Association be satisfied to have promotions in the way you are going to mention?—A. Yes. I first wanted to make a remark or two on the present system, as I understand it. We have a classified man, for instance, doing very good work, and we want to promote that man; we feel that he deserves it. As I understand it, the only way to do that is to make an application for a reclassification of that position. We cannot say that we want this man promoted, we make application for the reclassification of the position.

Q. The creation of another position?—A. The creation of another position of a higher grade. When we make that application, it goes to the Commission, the deputy minister concurs in it, they send out an investigator. I have met one or two of those investigators in the branch I work in, and I have no criticism to make of them in one sense, that is, those I have met are fine fellows, they are willing to listen carefully to any representations we make and weigh it as well as they can weigh it; but as I said yesterday, it calls for a superman to act efficiently.

Q. The objection you have, Mr. Patterson, to the investigator is that he, with all his goodwill, has not the intimate knowledge of the requirements of the branch that would be necesssary to justify a proper decision?—A. Precisely. The investigator who looks after the Department of Agriculture has under his charge the Board of Pension Commissioners, Marine, Agriculture, External Affairs, Justice, Secretary of State, and the Soldier Civil Re-Establishment, in so far as they are under the jurisdiction of that Commission.

Q. What is the name of that gentlemen?—A. His name is Cole, I believe.

By the Chairman:

Q. Have you any idea of the number?—A. The number of classified positions? It would be a very large number, but I could not tell you the number exactly. Mr. Cole's qualifications are, 19 years technical training, correspondence course, independent reading, two and a half years civil service investigation and classification, appointed to the Civil Service Commission November, 1919. Then the question was asked by Mr. Chevrier:—

> "Q. What is the nature of that engineering?—A. He was in the Department of the Interior for a considerable period of time, I cannot tell you exactly how many years, but at least ten years."

Mr. Putman said he had been on railway construction work and refrigerator plant erection.

Q. Just there, in your department or in the agricultural branch, you have a technical man, such as a chemist or a biologist?—A. We have chemists, we have bacteriologists, we have botanists, we have experts in animal husbandry, experts in field husbandry, and experts in plant pathology.

Q. He would be called upon to pass upon recommendations for promotions? —A. He would go up to the farm, get whatever he has knowledge enough to ask for and what more we can volunteer, come back and give a deliberate and mature recommendation to the Civil Service Commission, either pro or con. As I say, I am not criticising Mr. Cole, but it is impossible for any man to do that work.

Q. I am criticising the system; I think it is unfortunate for the gentleman to have any such position and be expected to carry on that work.—A. I am not criticising Mr. Cole, as I said before.

By Mr. Shaw:

Q. Are there any complaints regarding promotions in your service, as far as Mr. Cole is concerned, whatever the operations might be?

Mr. CHEVRIER: The answer to that might be the number of appeals.

By Mr. Shaw:

Q. Do you happen to know of your own knowledge, Mr. Patterson?—A. Mr. Cole has not been our investigator very long. There was a gentleman named Simmons, who was our inspector before, and who I believe has been transferred to have charge over other departments now.

By Mr. Chevrier:

Q. How long has Mr. Cole been with you, in your department?—A. I don't know how long he has had supervision over the promotions in our department, but we have six or seven cases in now. He was out at the farm possibly two months ago, and we have had no decisions as yet in those cases.

Q. Those cases were investigated about two months ago, and there are no decisions yet?—A. From six weeks to two months; I do not remember the date.

Q. When do you expect a decision?—A. I have no idea.

By Mr. Brown:

Q. You had Mr. Simmons formerly?—A. Yes.

Q. You had no complaints then?—A. We had no complaints of Mr. Simmons; he was a very good man.

Q. Were there no appeals from his decisions?—A. No appeals particularly. If we did not get a promotion, we did not get it, and if we did get it we got it; we did not blame Mr. Simmons for it. We were doing the best we could with the system. It was not the fault of the man, it was the fault of the system. They are not taking steps on their own initiative, pressing for promotion, they are willing to trust to the squareness of the directorate, you understand.

By Mr. Garland:

Q. How can you give people promotions unless somebody dies or retires? —A. I was just describing it. The only way it can be done in this case is, the creation of a new position to promote him to. If I may give an instance, we will take the case of a man such as a herdsman; we want to promote him to a head herdsmanship, we feel he deserves it for his work. The only way we can do it is to have the position reclassified as a head herdsman. We are just creating that new position. The highest position in that particular form may be herdsman, but we think it deserves a classification as head herdsman, for the man who deserves it.

By Mr. Brown:

Q. But if there is a head herdsman?—A. If there is a head herdsman there, he has to step out before there is any promotion.

By Mr. Shaw:

Q. Suppose he wants to get promotion, what classification do you create for him?—A. There is no promotion for the head herdsman, unless he wants to go to an agricultural college and take a degree.

By Mr. Chevrier:

Q. After that, Mr. Patterson, once you have decided to reclassify a position, that is, the creation of a new position, it has to be ratified by the Civil Service Commission, and then has it to be ratified by order in council?—A. No, it has been ratified before.

Q. But it has to get an order in council?—A. Yes.

Q. You have to disrupt the work of the Cabinet by asking them to create a new position?—A. Exactly. The old position disappears; there is a new position.

By Mr. Brown:

Q. That is another way of giving him an increase of salary in the same position?—A. Practically.

By Mr. Chevrier:

Q. Have you any idea of the number of those variations; all those variations you spoke of the other day were ratified by order in council, a change in the classification; I think you said there were 700 or 800 of them?—A. Those changes in the classification? Yes, something like that.

Q. So that it would take 700 or 800 orders in council during the year to clean that up?—A. There was one more point in connection with that method of handling promotions. You have created a new class, that class is now created. If that man drops out, his successor automatically steps into the higher classification, which he may not deserve as a new man, a man of untried efficiency, whereas if it were a simple matter of promotion without this matter of reclassification, necessarily the man would start at the bottom of the ladder.

There was just one more point I wanted to speak of in the evidence I have to submit, that is, the great necessity and need in the service of some form of appeal board, court, judge, or whatever you may call it, to which civil servants could have recourse when they felt that they had been unjustly dealt with. On page 45 of Volume 2, the Secretary of the Commission in giving evidence said in a general way: "Yes, there was an appeal to the Commission if an employee were dismissed, but they very seldom took advantage of it, because they felt that if they were dismissed they were dismissed for cause, and there was not much use appealing to the Commission." Major McKeand, in his evidence at page 281 and 282 of Volume 7, spoke of the possibilities of the board of hearing as an appeal board. He was asked whether any civil servants had appealed to the appeal board, not in connection with classification, as I understood it, but any classifications where they thought they had been treated unjustly in the department. The question was asked of him, I believe: "Suppose the deputy minister had a club over a man, do you know of any cases where they appealed to the board of hearing," he said: " No, it never got that far "—which shows that the appeal board did not function.

Q. Did not so function in the case of dismissals, or where an employee felt that he had not been promoted; the Board did not function in cases of dismissal or where an employee felt that he was unjustly discriminated against and had not obtained a promotion, or any cases of that kind; he could not give cases where it had functioned?—A. I don't think so.

Q. It would not have power anyway to hear cases of dismissal?—A. I presume not.

By the Chairman:

Q. Were these appeals made by classes, or by individuals?—A. That was the function of the board of hearing, to hear classes of them; I believe afterwards it did hear some individual cases of Ottawa appeals. The Calder Act, I believe, provides for an appeal for civil servants who are being retired under the provisions of that Act. There are certain classes or employees who are being retired from the service, but who are not eligible under the Calder Act, and in the Order in Council No. 2224 of July 27, 1921, this recommendation appears as part of a letter from the Chairman of the Civil Service Commission,

I understand, to the Premier, which letter was embodied in the order in council. The recommendation reads:—

"Recommendation (*b*). Permanent employees who do not come under the provisions of and with the allowances determined by the retirement act of 1920, provided that the retirements recommended with such allowances be accepted by such employees without appeal; and that failing such acceptance, the said employees, or any of them failing to accept, be retired purely and simply."

Mr. PARENT: That does not seem very much like British fair play.

WITNESS: I have a case here in that connection. Under this order in council, there was a gentleman, very eminent in the civil service, and a very highly trained technical officer, in the branch in which I am employed. He spoke to me to-day and said, "I would be glad if you will not quote my name to the Committee, I do not care to have my name made public in connection with the thing. It would look as if it were a sort of personal protest on my own part, and really, he said, it is not, because in a sense I am not personally affected, but he said, the case is this: "I have been in the service since 1887." In 1911 under the old classification, he was promoted to the salary range of $2,800 to $4,000. After ten years' service, since then, his position was classified at I think, $3,300 to $3,680. I think those are the figures. It is within $60 of it anyway under the reclassification. Now that does not affect him personally because under the old range he still goes up to $4,000; but of course it affects his successor.

He said to me: "I look at it in this way; in 1911 I was considered worth being put in the salary range of $2,800 to $4,000. After ten years' service during which you know my work and responsibility has trebled"—and it has—"I am told that the job I am doing and the work I am engaged in is not worth a maximum of $4,000." In other words he said" I regard them as saying to me 'you are taking more money than you are earning, but you are a good old civil servant, you have been in the service a good many years, we won't cut you down, we cannot under the regulations, but we will see that your successor is not getting as much." He said to me, "I took that up with the Chairman of the Civil Service Commission on more than one occasion, presenting my case, explaining to him the way I felt about it, explaining that it did not affect me in a monetary sense, but that I felt my position was degraded, was not given the recognition that it should receive." He said "I got several replies putting the thing off, saying the matter would be looked into, but my last letter to the Commission, which was written some time ago"—he did not give me the exact date—"remains unanswered, and I am unable under present conditions to write the Civil Service Commission asking them why my letter has not been replied to."

Now why is he unable to write? Simply because in the office buildings of their department in the city this poster hangs up, which I am going to read; it either hangs there or did until very lately; it was sent out two or three months ago.

"Attention is directed to the following Extract from Order in Council P.C. 1761 (Sept. 7, 1922) defining the method of communication between departments and the Civil Service Commission respecting the status of employees:

1. All communications from the various departments of the public service to the Civil Service Commission, respecting appointments, classifications, promotion, increase of salary, transfer, or other change in status of employees, shall hereafter be made only by the deputy heads of the respective departments, or by such persons (not exceeding one in any department) as they may especially authorize, and shall be brought to the immediate attention of the minister of the department concerned.

2. Except as provided in clause (1) of this regulation, no person shall, directly or indirectly, solicit or endeavour to influence a member of the Commission, or any officer thereof, with respect to the appointment of any person to the service, or with respect to the promotion or transfer of, or an increase of salary to any officer, clerk or employee in the service.

3. Any person, who directly or indirectly, solicits or endeavours to influence a member of the Commission or any officer thereof, in favour of his appointment, promotion, transfer or increase of salary, shall be deemed to be unworthy of such appointment, promotion or increase, and it shall not be accorded him, and if he is employed in the civil service, he shall be liable to immediate dismissal."

He said "That poster is preventing me from conducting any further correspondence; it may be that it is not intended to cover my case; but I would be afraid to correspond further for fear it was so intended." Consequently he is helpless simply for lack of some court of appeal.

Now I think this poster also covers the case of an employee who was in danger of dismissal. It says: "The classification, promotion, increase in salary, transfer or other change in status." I presume a dismissal is a change in status, so according to this an employee who is in danger of dismissal by his deputy minister, and he feels that dismissal is unjust, cannot communicate with the Civil Service Commission except through the channel of a deputy minister. Now I think, gentlemen, that that is an unfair condition of things.

What the civil service asks is some court of appeal, with, say, a civil service judge to whom cases of civil servants who feel that they have a just cause for protest, may be referred without fear and without favour.

In our plan of Councils, which Mr. Hughes is going to speak to you about in a little detail, we think that is provided for and well provided for, and I think the civil service deserves it.

By Mr. Parent:

Q. In the case you have given, Mr. Patterson, what would be the objection to that employee writing through the channel of his deputy minister?—A. Because the deputy minister might have already made some decision in his case. Suppose the deputy minister had said: "I will not recommend you for increase."

Q. I understand that the deputy minister can well refuse to present the case to the Commission?—A. Yes, he might of course.

The deputy minister might have decided adversely to the employee and would not present his case.

Q. There is nothing to force him to do it?—A. No. Under our Joint Council plan there is something to compel him, but not under the Commission.

Q. That seems to be the only responsibility that is left to the deputy minister?—A. Yes.

By Mr. Chevrier:

Q. Mr. Patterson, before you go, you have given us a lot of information, but I want to crystallize a lot of this.

Mr. SHAW: I presume, Mr. Chairman, that the scheme suggested at the outset is still maintained? That is, that we are to have the right to cross-examine Mr. Patterson? Because I have a good many questions to ask him, after we hear the other gentlemen.

The CHAIRMAN: You can recall a witness at any time.

By Mr. CHEVRIER: I will ask Mr. Patterson now. I am quoting from the Hansard of February 22nd, at page 585, that is the Premier's speech. It is apparently a synopsis of the deputy minister's report, and there is this recommendation at the bottom of page 585.

"That appointments to professional and technical positions, or to those of assistant deputy ministers, heads of branches and all officials in the higher grades, say those appointed to positions for which the minimum compensation is $2,400 per annum or over, be made by the Governor-General-in-Council on the recommendation of the head of the department, based on a report in writing from the deputy head."

What stand does your Association take with regard to that recommendation? —A. We would agree with that recommendation, with the proviso or addition that the machinery for departmental employment includes our joint council plan.

Q. There is another recommendation:—

"That there are certain outside services, such as employees in offices outside of Canada, rural postmasters, etc., as to which it is impracticable to apply the provisions of the Civil Service Act reasonably, and these should be removed from the application of the Act, a list of such services to be supplied by the various departments."

I ask the same question as to that.—A. I quite concur in that.

Q. There is this further recommendation:—

"That the present Civil Service provisions with regard to promotions be repealed and that there be substituted therefor a provision to the effect that promotions shall be made for merit by the Governor-General-in-Council upon the recommendation of the head of the department, based on a report in writing from the deputy head and accompanied by a certificate of qualification by the Civil Service Commission."

What do you say to that?—A. I have no objection to that with the same proviso that I made before as to the joint Council.

Q. Then there is this:—

"The Civil Service Commission has provided a complicated classification which, besides being a positive hindrance to effective administraton, requires special study properly to understand. This is more especially illustrated in the case of clerical assistance which is subdivided into scores of special classes, the qualifications for many of which are practically the same, i.e., the incumbent of any of these might readily perform the duties of the other clerical positions.

"Your Committee considers,—

"That this complicated classification should be repealed and that the Civil Service be divided into a number of classes on lines similar to those established by the Civil Service Act of 1908 or 1918."

What do you say to that?—A. Well, of course my previous evidence was intended to show that the service should be put in a limited number of services and a limited number of grades in which each would be along the same lines as the Act of 1908, although perhaps not precisely the same, and again be worked out under the joint council plan. With that explanation I concur with what you have read.

Q. Then there is something to be said with reference to transfers. I have not got a certified copy of the deputy minister's report, but I will quote this, subject to it being corrected. I find in the copy I have got here:—With reference to transfers, this is the recommendation:—

"An order in council was passed on the 22nd December, 1920, P.C. 3172, formulating the rules under which transfers in the service should be effected, and its provisions should be amended"—here is what we are concerned with—"so as to leave the matter of transfers entirely in the hands of the deputy ministers of the various departments."

What do you say to that?—A. No, I could not concur in that.

Q. What suggestions would you make?—A. I would say, leave it in the hands of the deputy ministers subject to concurrence in their recommendations by the joint councils of the departments affected.

Q. There is something else in the speech of the Premier with reference to leave of absence. The copy I have, or what purports to be the copy of the deputy minister's report is:—

"The Civil Service Commission should make workable regulations with regard to leave of absence, but the administration of the same should be left entirely in the hands of the deputy ministers, who are in a better position than the Commission to pass judgment on the applications submitted to them."

A.—I am not in a position to express an opinion on that. I might just explain: as far as our leave of absence is concerned, as a branch, we deal with the deputy minister's office. The procedure is very complicated and takes a great deal of work to meet the requirements of the deputy's office. Whether those requirements of the deputy's office are based on the requirements of the Commission or not, I cannot say, I presume they are.

Q. There is something with reference to the bonus, and the deputy minister's report purports to be this:—

"In the view of the Committee the bonus should be figured as a percentage upon salary irrespective of the domestic situation or expenditures to which the employee is subject outside of his official duties, and bonus should be payable to every officer in the employ of the service irrespective of the amount of his salary."

A. Yes, that of course is simply the recommendation which our organization has been making every year, since it was started in connection with the bonus.

Mr. CHEVRIER: I have no further questions, Mr. Chairman.

By Mr. McBride:

Q. Is a man working on the experimental farm as a labourer getting the bonus?—A. No, sir.

Q. Why not?—A. The prevailing rates.

Mr. PARENT: They do not get the bonus and the rates.

By Mr. Garland:

Q. I suppose your association sent copies to the Prime Minister, in connection with this case?—A. Oh, no.

By Mr. Chevrier:

Q. There was no rehearsal of evidence?—A. No, that I believe is the evidence of the deputy minister, that Mr. Chevrier was reading.

By Mr. Shaw:

Q. I might ask some questions. Mr. Patterson, you were the president of the Associated Federal Employees some time past?—A. Yes.

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Q. And what is your position now, secretary?—A. No, I am a member of the executive now.

Q. Your organization, I believe, is affiliated with labour, is it not?—A. Yes.

Q. I suppose that you gave evidence in 1921, did you not, at the time of the Spinney investigation?—A. Yes.

Q. I find at page 306 you indicated very clearly there that with regard to manual labourers, they should come under the jurisdiction of the Civil Service Commission?—A. No, I think not.

Q. What was your position at that time?—A. I think I recommended that they remain under the jurisdiction of the Civil Service Commission.

Q. At this time your suggestion is that you indicated the other day, your concurrence in the view that they should be removed from the jurisdiction of the Civil Service Commission?—A. Yes.

Q. Now you have not indicated any reason why your organization has changed its mind meantime, as far as I know?—A. No, I have not been asked the question, Mr. Shaw.

Q. You are now.—A. You are asking the question? Well I am very glad you have brought that matter up Mr. Shaw so as to give me an opportunity to make the statement. My opinion was, at the time the Committee sat upon it, that it was a choice between the Civil Service Commission which we regarded then as an instrument for administration of the service upon a merit basis, although an imperfect instrument—a choice between that and a return to patronage.

Q. Of the two you accepted the first?—A. I am just speaking of the judgment of our organization. We may have been wrong, but from the working of the Spinney Bill and from the attitude of the Committee, it seemed to be a case of what exemptions can we get out from under the control of the Civil Service Commission, and as far as we could read the bill and as far as we could judge from the attitude of the Committee, they did not propose to make any provision for the protection of those classes of individuals brought out from under the Commission, for their protection against patronage. We could not see any. Consequently we felt as an organization which supported the merit system thoroughly, that it was no time for us to criticize the instrument administering the service on a merit basis, imperfect though that instrument might be in our opinion.

Q. You subsequently changed your opinion about the matter?—A. Simply because I think conditions at present are entirely different.

Q. You do not believe now that this particular branch of the service should be brought under the merit principle?—A. Oh, yes. It seems to me, if you will pardon me, that you are confusing the administration under the Civil Service Commission and the administration under the merit system. They are not necessarily synonymous.

Q. When did your organization change its opinion in connection with manual labour, that is come to the conclusion that they should not be under the jurisdiction of the Civil Service Commission?—A. When an opportunity seemed to afford itself for us to bring forward, and for the service to bring forward their suggestions as to a more perfect instrument for administering the civil service.

Q. When was that?—A. One might say, during the recent session when the discussion arose as to the formation of this Committee.

Q. Do you mean the present session or the preceding?—A. The present session.

Q. Those manual labourers were exempted from the provisions of the Civil Service Act during 1921?—A. 1922.

By Mr. Chevrier:

Q. Just a moment, Mr. Shaw; you attempted to correct me the other day for not stating the facts as they were. Let me put this: were not these positions already exempted on the 19th September, 1921, but only catalogued in the order in council of the 21st June or June, 1922? A. I am not clear on that point.

Q. Then will you read the order in council, Mr. Shaw, and you will see that these positions had already been excluded in 1921?

By Mr. Shaw:

Q. In any event, Mr. Patterson, a considerable number of government employees were exempted by the order in council of June last?—A. Yes.

Q. I do not think there is any doubt about that. Some had been previously exempted, but in addition some further classes were exempted at that particular time. I think that is clear, is it not, and that is a fair statement of the fact?—A. Yes, I think that is fair.

Q. Now your organization had no objection to that at that particular time? —A. We did not make any objection to it.

Q. And you have not made any objection to any exemption of these manual labourers since that time?—A. We have not made any, no.

Q. You have not protested to the Government against this exemption?—A. No.

Q. You have passed no resolution of your organization protesting against it at all?—A. Not that I am aware of.

Q. Did you propose any resolution to the Trades and Labour Congress of Canada in connection with this matter?—A. Not that I am aware of, Mr. Shaw.

Q. I want you, before your next examination, if you can, to look up Resolution No. 59, which was presented by your organization, the Associated Federal Employees of Canada, to the Trades and Labour Council. I took the trouble to make a copy of it, on the 21st August, 1922. It is numbered 59, and I will read it for you.

> "Whereas, by recent Order in Council, passed under recommendation of the Civil Service Commission, a large number of classes of Government employees have been removed, as to appointment, from the jurisdiction of the Civil Service Commission, and have been placed under political patronage, as obtained in years gone by; and, whereas, this reversion to political patronage so universally condemned is destructive of the merit system in Government appointments, and can only result in over-manning, political intrigue among employees, favouritism and inefficiency; therefore, be it resolved, that this Convention do condemn the above reversion to patronage and express its severe criticism of the Civil Service Commission, supposedly the guardian of the merit system of non-partisan appointments, for having recommended it; and, further, that the Government be asked to rescind the said Order in Council, thereby placing the classes of employees affected thereby, again upon a non-partisan merit basis as to conditions of employment."

You say you have no personal knowledge of that matter?—A. I say not that I am aware of. I was not aware that that was passed.

Q. It would come as a matter of surprise to you that your organization should in August last, pass that resolution?—A. Yes.

Q. I must confess that after your evidence the other day I was surprised too?—A. It may of course have been passed on a first impression of the order. It is not the view of our organization now though.

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Q. Just when did your organization in meeting assembled, come to a different conclusion in connection with this particular class of employees?—A. I really could not tell you when.

Q. I would like to know that. Has it been since August last?—A. Is that the date of that resolution?

Q. The resolution is dated August 21.—A. I know no more than that when meeting we discuss the line of evidence which we propose to put forward, and decide the matter of evidence we have discussed, our policies and views.

Q. You keep minutes, of course?—A. Yes.

Q. The minutes of your organization will show at what meetings since August 21, 1922, your organization came to a different conclusion than that embodied in the resolution presented to the Trades and Labour Congress?—A. If it was expressed in the form of a resolution, it would appear on the minutes, not otherwise.

Q. You would be able to give us the exact date and meeting in which that took place?—A. If it was in the form of a resolution.

Q. Surely your organization must have come to some definite conclusion, in order for you to come here and speak on its behalf?—A. Yes, but it might not be expressed in the form of a resolution.

Q. Can you give me the last meeting that was held of your organization?—A. Our regular executive meetings are every Tuesday.

Q. I am speaking of your organization?—A. Our general meetings are held on the third Monday in the month but not of every month. That is the general council meeting.

Q. I suppose it is a case of suiting the convenience of the membership in getting them in?—A. Well we try to hold the meetings as regularly as we can.

Q. But you cannot remember any meeting in which the attitude of your organization in reference to manual labour was finally decided upon?—A. Not where it came to expression in the form of a resolution or anything of that kind. Not at any meeting I was at. I have no recollection of any.

Q. So much for manual labour. I want now to ask you for a moment with regard to the technical branches of the service. You have undertaken to secure for us a list of the members of the technical services enrolled in your organization as paid up members?—A. Yes. It will take some time to prepare that, of course.

Q. But that will be available before this Committee concludes its sittings?—A. Yes, I think so.

Q. You cannot give me any idea of the number of those technical individuals?—A. No.

Q. Would it be a considerable number?—A. I really could not give you any idea.

Q. Would it amount to as many for instance as the technical institute itself?—A. Oh, no.

Q. It would not?—A. No.

Q. In 1921, Mr. Patterson, what was your attitude on behalf of your organization with regard to the technical branches of the service?—A. In 1921?

Q. Yes, at the Spinney investigation, as to whether or not they should come under the jurisdiction of the Civil Service Commission?—A. My recollection of my evidence at that time is that they should remain under the jurisdiction of the Commission.

Q. And apparently your organization has changed its position in connection with that also?—A. Yes.

Q. But you cannot tell me whether or not what I might call the technical members—you understand that term—of your organization, have come to the

conclusion that it is desirable to be eliminated from the operation of the Civil Service Commission?—A. Our organization has come to that conclusion.

Q. But not the technical branches independently?—A. I don't think we ever formed any group of the technical men.

Q. How does it come that you changed your position in regard to the technical services?—A. Just for the same reason, Mr. Shaw, that I explained to you in connection with the labourers.

Q. Do you know whether or not you passed any special resolution with regard to that?—A. Not as far as I am aware.

Q. I presume it is fair to say that the technical members of your organization would not be as great in numbers as the members of the Technical Institute?—A. Oh, no.

Q. And I suppose you would agree with this, that so far as the interests of the service are concerned, the views of the technical branches of the service should be given consideration? I think you would be the last to deny that right? —A. Surely.

Q. And when a member of the technical institute or the representative of the technical institute comes here and tells us that their organization wants to remain under the jurisdiction of the Civil Service Commission, that is not necessarily a Commission but an independent body to apply the principle, then would it be unfair to say that so far as their recommendations were concerned in that branch, they would be entitled to very serious consideration?—A. I should say it was the duty of the Committee to—

Q. Quite right, you do not deny that the views of these specially qualified men are entitled to serious consideration?—A. I simply say it is the duty of the Committee, as I understand it, to allot the amount of consideration they should receive.

Mr. CHEVRIER: Mr. Patterson has already said that he did not know, but he expressed the opinion that the Civil Service Commission and the merit system were not necessarily synonymous.

Mr. SHAW: Yes, no one says they are necessarily synonymous. I did not suggest that.

Mr. CHEVRIER: You said "The Civil Service Commission and the merit system." I am sorry to interrupt but you always check me up.

Mr. SHAW: I am glad you did, so that we will have an opportunity of clearing the matter up.

By Mr. Shaw:

Q. Mr. Patterson, along with the merit system there must go the principle of an independent body to administer that principle, is that not correct?—A. I will have to ask you to define what you mean by an "an independent body."

Q. I mean a body that is independent of the other organizations, independent of an influence, independent of politics.

Mr. PARENT: What body do you refer to?

Mr. SHAW: I am not referring to any particular body. I am talking of general principles.

By Mr. Shaw:

Q. Does your organization believe in the merit principle, that is the first thing?—A. Certainly. Most implicitly.

Q. There is no question about that?—A. No question whatever.

Q. And if the propositions you have made here before this Committee are not in accordance with that principle, then the merit principle must obtain,

that is true is it not?—A. If the merit principle in the service is endangered by the proposals which we make, we wish to withdraw them.

Q. Surely. Then the next thing is, going with the merit principle—and I care not whether it is in England, Canada, the United States, New Zealand, or elsewhere, there has always been set up an independent body, or supposedly independent body, to administer that principle. Is not that right?—A. Yes.

Q. Do you agree with that as a basic principle?—A. Yes.

Q. Now, I have listened to your evidence, Mr. Patterson, and I think this is stating it fairly, that in all your remarks I have not heard one single word of commendation in any sense of the term of the work of the Civil Service Commission. That is correct, is it not?—A. I would not say it is correct. Mr. Shaw, may I say a word or two of explanation here?

Q. I will just ask another question. Can you indicate any particular place in which you have indicated to this Committee anything at all or any action or transaction of the Civil Service Commission which would be in any sense favourable to them?—A. I think I have stated—of course I have not the evidence before me—but I think I have stated, and if not I will state it now if it is not too late, that I think the Commission has acted sincerely throughout, has done the very best it could under the conditions which obtained, and with the lack of experience which they had to commence with, they have done the best they could.

Q. You have indicated to us that these were men of business, and were unfitted for the work.—A. Precisely.

Q. That they undertook or rather accepted a classification which was unwieldy and unworkable.—A. Well, they did accept it.

Q. That is your contention?

By Mr. Chevrier:

Q. If you will allow me, Mr. Shaw, just to place the question as you wanted me to place it, and ask the witness if it is not also due largely to the legislation under which the Civil Service Commission is now working that you get all this trouble; is that not so.—A. Yes.

By Mr. Shaw:

Q. I am not particular about your being exact at all; I am not concerned about that, but what I am anxious about is to establish these two principles, the merit principle and the principle of an independent commission. I am not concerned with whether or not the Civil Service Commission is the body that is independent and administering the merit principle, but these two principles, I think, are paramount, are they not?—A. Just so, and the principle of the independent body will be amply demonstrated by Mr. House in his evidence on the joint council.

Q. Let us just go a step further. Now, we have spoken about the manual labourers, and we have spoken about the technical men. There is only one other class, and that is the large class of clerical positions. Now, as far as the clerical positions are concerned, I understand from your organization that the object in present examinations is to have these men examined as to their fitness to enter the service.—A. Examinations, yes.

Q. That is their duty?—A. Yes.

Q. But that the appointment rests with the deputy minister?—A. For all clerical positions?

Q. Yes.—A. You misunderstood me.

Q. That is the reason I am asking you; I want to get it clear. Does the deputy minister not make the appointment in that case?—A. Not to the clerical positions.

Q. Who does?—A. They would be made in the ordinary way by the Commission.

Q. As at present?—A. As at present, only we advocate that eligible lists be no longer used.

Q. That examinations be conducted for every vacancy?—A. No, that at the beginning of the year the departments estimate their requirements.

Q. And then that the examination be held at that time?—A. Yes, or as soon afterwards as can conveniently be done, to fill the total requirements as listed by the departments.

Q. For that particular year?—A. Yes.

Q. These are the two branches of the service, as far as the appointments are concerned; manual labourers and technical positions to be filled by the departmental officers; as far as the clerical positions are concerned, they are to be appointed by the Civil Service Commission upon examinations; that is correct?—A. Yes.

Q. So far as promotions are concerned, I think your viewpoint in that is different from your viewpoint in 1921, is it not?—A. That was my viewpoint in 1921.

Q. If I understand your viewpoint in 1921, it was that the promotions should also be under the jurisdiction of the Civil Service Commission?—A. Yes, for the very same reason I have already given you. I said it was a choice between what I regarded as an imperfect instrument administering the merit system, and no merit system at all.

Q. Now, the position is that your attitude has changed with regard to the promotions?—A. I think there is an opportunity to improve the administration.

Q. And that is by the appointments being made by the deputy minister, subject to what?—A. "Concurrence" is the word.

Q. Subject to the concurrence of a departmental council?—A. Yes.

Q. That brings me to the question of the departmental council. Do you suggest, Mr. Patterson, that the departmental council would be anything other than advisory in its character?—A. Mr. Shaw, I wish to leave questions as to the details of the councils to Mr. House.

Q. Have you no opinion yourself?—A. I would not care to express my opinion of it. I would rather leave that question to him.

Q. I want to get the benefit of your judgment on it.—A. I do not know that it would be of much benefit to you.

Q. Have you been a student of the departmental council idea?—A. I understand the organization of the joint councils in a general way. Mr. House has specialized on it, and made it a special study.

Q. From your general observation in connection with it, would you say it is advisory or that it has the actual power to correct, for instance, the deputy minister?—A. Yes, my personal opinion is that it has the power under our plan to correct the deputy minister.

Q. That is, I take it, that your organization proposes that in each department there shall be built up a sort of court of appeal from the decision of the deputy minister, as far as promotions are concerned.—A. It is not exactly that, Mr. Shaw. If you had examined that chart which we handed around the other day, you would have seen at a glance the procedure that we advocated or suggested. There are certain classes, certain parts of the administration of a department such as appointments and promotions, which the deputy minister makes. They are in his hands. He makes them, or proposes to make them, and reports them, tables them as part of the agenda of the official side of the council of that department for the concurrence of both sides of that council. If the side of the employees of the council feel that the deputy minister has not acted fairly, they are at liberty not to agree. The subject then becomes one for

discussion in the council; possibly and probably, in most cases, the deputy minister will be able to convince the employees' side that he is right, he may have information which is not available to the employees. However, suppose there is an absolute disagreement. There is a case which would go to the civil service judge for decision.

Q. Then the point is that the departmental council has now power to correct the decision of the deputy minister; it is advisory only, is that not a fair statement?—A. No.

Q. And if they still insist on the view that they first took of the matter, the person aggrieved, you would suggest, should go to a civil service judge?—A. I think my statement has just indicated that they are more than advisory.

Q. Can you tell me any other country in which the departmental council is more than advisory in its character and constitution?—A. I am afraid, Mr. Shaw, I must decline to go further on that point.

Mr. SHAW: I am only asking one or two other questions at this time—

By Mr. Chevrier:

Q. That is, Mr. Patterson, if they do not have the characteristics that you want them to have, then you would not have these councils?—A. Sure.

Q. That is right?—A. Yes.

Mr. CHEVRIER: No matter what prerogatives these other councils might or might not have.

By Mr. Shaw:

Q. And suppose you did not get the sort of councils you desire, what is the suggestion of your organization?—A. The nearest approximation to it that we can get.

Q. Suppose you do not get anything, anything other than a mere advisory council?

Mr. PARENT: It would not be any worse that it is to-day.

By Mr. Shaw:

Q. I do not know, he might be prepared to go back to the present procedure, that is, I mean, whatever the process is now under the Civil Service Act.—A. Why certainly, we might.

Q. You have not considered the possibility of this Committee not agreeing with the point of view you take of the departmental council?—A. We have considered the possibility.

Q. And what do you suggest, then, in view—A. I do not think, Mr. Shaw, you have—perhaps you will pardon me—as clearly in mind the evidence I have given. It is a pity you haven't it before you.

Q. I have it very clearly, indeed.—A. The suggestions we have made are towards what we consider the improvement of the administration of the merit system in the service.

Q. That is what other witnesses who have come before us said.—A. We think the improvements which we have suggested would be provided in the form of joint councils, and if they are not provided, are not granted, then all our suggestions fall.

Mr. SHAW: That is just the question I was coming to—

Mr. BROWN: It simply means you will go along in the same old way.

Mr. CHEVRIER: And you will have to go back to the old system.

By Mr. Shaw:

Q. In other words, to put it in a word, the matter of the appointment of the departmental councils, so called, is vital to your plan?—A. Some form of council, yes, an dadequate form of council.

Q. How long have you been in the service yourself?—A. Since 1909, July, 1909.

Q. Can you tell me whether or not to your knowledge, whether there has been an introduction into the service at any time of men through political influence?—A. Well, no, I cannot say in my recollection I remember more than one or two cases—possibly two or three.

By Mr. Rinfret:

Q. In your department alone?—A. In mine.

Q. In your branch?—A. Yes.

By Mr. Shaw:

Q. I suppose you do not mean to suggest that there have not been appointments of that character?—A. No, it is just my own.

Q. Can you tell me whether or not in the judgment of your organization departmental control such as you have indicated means political control?—A. Whether in the opinion of our organization?

Q. The departmental control that you suggest means political control?—A. The opinion of our organization I think I might fairly express by saying that it might mean political control, and that is what we are providing against by our council.

Q. That is I take it, Mr. Patterson, that where the deputy minister or head of a department has a right to make appointments or promotions, he is subject to control, to political influence we will say, by the minister?—A. There is a possibility of it.

Q. And he is susceptible to influences outside of his department, and he is also subject I take it, to favouritism, if he is human within his department?—A. There is a possibility of it always; there is the human element of course.

Q. Have you ever known in your experience since 1909 of any such occasions as that?—A. No, I could not say I have in my own personal experience.

Q. You have of course I presume read the evidence which was given at the time of the Spinney investigation?—A. You mean all the evidence?

Q. A considerable portion of it?—A. No, I never had an opportunity of reading it; I had not access to the evidence.

Q. Do you recall whether or not there was any evidence given at that time to show that departmental control meant a political control?—A. No, as I say I never read the evidence.

By Mr. Chevrier:

Q. That would not be the council you are advocating if there was political control in it?—A. No, certainly not.

By Mr. Shaw:

Q. Can you tell me whether or not to your knowledge and from your instructions from your organization there is any over-manning in the service?—A. I am not aware of any over-manning in the service.

Q. You cannot give the Committee a single indication of over-manning in the service?—A. I could not give you any evidence to show.

Q. And none has been brought to the attention of your organization?—A. No, not that I am aware of.

Q. Can you tell me if there is any overlapping in the service?—A. Do you mean overlapping in work?

Q. Yes?—A. I never made any survey of the work of the various departments; I don't think our organization has.

Q. Why have they left that untouched?—A. I really could not say; possibly too complicated a task for us.

APPENDIX No. 5

Q. In your personal view could you give the Committee any suggestion as to whether or not there is any overlapping in the service?—A. No, I could not. As you will recollect, however, in my evidence I state that the first duty should be a thorough survey and reorganization of the work of this branch of each department, and then we would know whether there is any overlapping.

Q. Just take this situation; the Department of Militia and Defence have an arsenal, have they not, at Quebec?—A. I have heard of it.

Q. And of course, you would know enough about military work to know that there would be engaged in that arsenal a number of men who would be engaged in testing explosives, for instance?—A. Possibly.

Q. Are you familiar with the explosives branch?—A. No, I am not.

Q. You know there is one such?—A. I think I have heard of it.

Q. And of course it follows also that in that particular department there will be a large number of chemists and similar men who are engaged in testing the strength of explosives, are there not?—A. Yes.

Q. Then you are familiar with the Mines department?—A. No.

Q. Do you know whether or not there are a number of men in that department who are engaged in testing explosives for mining operations?—A. There may be.

Q. That being the fact, don't you think that there should be a co-ordination of those services—let me put it this way, don't you think that the man who is engaged in testing an explosive is doing exactly the same work, whether that explosive be used for doing mining operations in the explosives department or in the militia department?—A. One might say that seems quite possible.

Q. Reasonable?—A. Yes.

Q. Just how is your system going to prevent overlapping if such there be?

Mr. CHEVRIER: If there is overlapping that is under the Civil Service Commission at the present time.

Mr. SHAW: Excuse me, it is not, it is under the department.

Mr. CHEVRIER: The Civil Service Commission makes all those appointments.

By Mr. Shaw:

Q. You have been long enough in the service, I take it, Mr. Patterson, to know that as soon as the department is organized, it commences to attract to itself various branches, divisions and subdivisions, that is human nature, is it not?—A. No, I do not know that I would follow you there quite.

Q. Is there not a tendency under the system as it exists for departments to become little exclusive worlds all by themselves without reference to other departments?—A. No, I could not agree with you there.

Q. You disagree with that view?—A. I would say I do not disagree with it, but I do not agree with it; I have failed to note evidence which will go to corroborate your view.

Q. You think there is no co-ordination necessary between the departments in order to see that there is no overlapping?—A. Pardon me—

Mr. PARENT: I think Mr. Patterson said he had nothing to do with cases of that kind; he is not here to give an opinion for himself, but on behalf of the organization.

WITNESS: I did not say there was no necessity for co-ordination.

By Mr. Shaw:

Q. If you know of one and your organization knows.—A. You commenced to ask me what plans we had towards co-ordination.

Q. I want to get these principles first. There is a tendency, is there not, for a department to become a little exclusive world by itself?—A. I said I was not aware of that.

Q. And your organization has made no investigation along that line?—A. No investigation along what line?

Q. To see whether or not the departments are functioning in the public interest?—A. I think our organization has gone as far as you can expect an organization to go of civil servants in that regard when it suggests the advisability of a survey of the work of the various departments.

Q. What is the use of making a survey unless there is something to be accomplished?—A. You have just indicated to me instances of overlapping in connection with men working on explosives for different purposes.

Q. You are not familiar with that?—A. No. I take it for granted that the information you are giving me is true, and if circumstances are like that it would certainly indicate the advisability of a survey would it not?

Q. Quite right, but what I want to know, if your organization have made no investigation along those lines, therefore why should your organizations press for a survey?—A. One of our principles is the maximum of efficient service in the whole government federal service at the minimum of expense.

Q. We all agree there?—A. Now, there is the principle we are working under, and we suggest that very possibly as a means of bringing that into effect a reorganization, or first a survey and possibly reorganization of the service might have a very good effect indeed.

Q. But you do not know whether anything will be accomplished of value by making a survey?—A. We think it would and we hope it would; we suggest it at any rate.

Mr. PARENT: It would so far as Mr. Shaw's explosives are concerned anyway.

Mr. SHAW: It is only a pious hope, that is all, not based on any real knowledge of the situation.

The WITNESS: We have suggested it as the first great step in getting the service on an efficient basis with maximum production. First, let us decide on what it is we want to do, which it involves; let us see how far we are doing it under present conditions; then when you come to a conclusion on that, you can commence to build up an efficient machine.

Q. What I am trying to get at is this, whether or not your organization has made any comprehensive survey?—A. Oh, no.

Q. That would entitle you as an organization to say "We think that the service is over-manned, we think it is overlapping, we think it is not sufficient."—A. We have not said that we think it is over-manned.

Q. Nor overlapping, nor inefficient?—A. We have not stated it was overlapping.

Q. You do not suggest that it is inefficient?—A. I consider the service under present conditions is operating with a fair degree of efficiency; we consider that the following out, the carrying out of some of the suggestions we have submitted would increase the percentage of efficiency.

Q. Is the service now more efficient than it was when you first entered the service?—A. That I would not care to say; I could not express an opinion.

Q. Can you express any opinion as to whether it is more efficient than it was at the time the Civil Service Act was first introduced?—A. I could not express an opinion. You see I have been in the one position, I have been in the service fourteen years, and it is not even in the city, it is just outside the city limits, and I come into contact very little with civil servants generally; I leave

the city at half past eight in the morning and I do not get back till nearly six o'clock at night; so that I could not give you any general opinion on that.

Q. While I have every respect for your opinion I am more interested in the opinion of your organization?—A. I cannot give you the opinion of my organization now; I do not know that it was ever discussed.

By Mr. Rinfret:

Q. Do I understand your organization was formed only two years ago?—A. Formed in July of 1920.

By Mr. Chevrier:

Q. On this question of over-manning and overlapping and inefficiency, you are aware of the letter which Mr. House wrote dated March 8th, speaking with reference to the Committee: "We feel that it will afford an opportunity, which has long been sought and which is urgently needed, to ascertain precisely what is wrong in the present method of civil service administration and to recommend such remedies and amendments as will result in the maximum of efficiency in the federal civil service, the maximum of content and *esprit de corps*, without which efficiency is impossible, while at the same time reducing, as far as may be consistent with the above conditions, the cost of the service to the Canadian people"—those are your views?—A. Our views.

Q. You talked over with the other members of your organization the evidence that you would give?—A. We have, of course, as members of the organization discussed the lines of evidence which we were to give.

Q. Were you sent for to come here, or did you come of your own accord?—A. I think the various organizations had an opportunity of having two witnesses, and our president was invited, and he was at liberty I believe to bring any other member to give evidence whom he wished.

Q. And it was through him that you came?—A. So I understand; I did not receive any invitation from the Committee.

By Mr. Garland:

Q. Would you mind giving us your membership list for this year and last year?—A. Very well.

The CHAIRMAN: Shall we go on or shall we adjourn? Mr. House's evidence will be long.

Mr. RINFRET: We have a wire from a gentleman from Winnipeg that he is going to be here tomorrow; I understand we are going to sit tomorrow morning.

The CHAIRMAN: Ten o'clock tomorrow morning. The Committee is adjourned until ten o'clock tomorrow morning.

Friday, April 13, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., Hon. Mr. Marcil in the Chair.

Mr. H. C. HOUSE, recalled and further examined.

By Mr. Chevrier:

Q. I do not think that you told the Committee the other day what your occupation or your qualifications were.

Mr. PARENT: Mr. Chairman, I made a motion the other day for the production of certain papers relating to the classification of Miss Corinne Dorion, clerk-stenographer, Public Works Department, Quebec, and Mr. J. E. Gagnon,

civil engineer, Department of Public Works, Quebec, and I would like to know if the Secretary of the Committee has taken any steps to secure these documents.

The CLERK: On April 10, I wrote to Mr. Foran as follows:—

"DEAR SIR,—By direction of the Civil Service Committee, I take the liberty of asking you to forthwith forward to me all papers relating to the classification of Miss Corinne Dorion, clerk-stenographer, Public Works Department, Quebec, and Mr. J. E. Gagnon, civil engineer, Department of Public Works, Quebec.

"Also the Report of the Deputy Ministers made to the Cabinet regarding the Civil Service and referred to by the Prime Minister in his address before the House.

Respectfully yours,

Clerk of the Committee."

Mr. PARENT: Since then I have been told by Mr. Patching that the papers were ready and would be here right away. I have waited two days since then, and yesterday I saw Mr. Patching again and he told me that all the papers were in the hands of Mr. Foran and that he was waiting until Mr. Foran gave his approval before the documents in question could be brought before the Committee. I would like to call Dr. Roche's attention to this matter.

Dr. ROCHE: I presume the letter would not reach the Commission until the next morning. I do know, however, that the classification of Mr. Gagnon was before the Commission yesterday, and should be here this morning.

The ACTING CHAIRMAN: Mr. House will now proceed with his evidence.

WITNESS: Mr. Patterson, I think, has presented the criticisms of the associated federal employees of the working of the present Civil Service Act. I propose, with your permission, to explain the improvements that we suggest as a means of correcting those defects. The remedy, in our opinion, lies in the establishment of joint councils, one in each department, and one for the service as a whole.

By Mr. Martell:

Q. What is your position in the Civil Service?—A. Do you mean in connection with the organization, or in connection with my work?

Q. What department are you in?—A. I am the principal statistical clerk in the Department of Labour, and president of the organization. As I was saying, we advocate joint councils along the lines of the chart which was distributed to you the other day. I do not know whether you all have copies before you, but before discussing the chart I would like to make a few remarks about the joint councils elsewhere. The basic principle underlying the joint council plan, as you probably know, is that of democracy in employment; the idea being that where there are many employees, the co-operation of these employees can best be enlisted by some form of council on which the employees have representatives and the management have representatives. In this case, the Government of Canada would have its representatives, and the civil service would have its representatives on the other side of the council. That is the principle of most of the joint councils that are, I think, in use, although some of them may be simply round-table conferences. In any case, the whole idea is that of giving the employees a voice in the personnel administration. And that is what we would describe as the principle of democracy—I cannot say industrial democracy as applied to the civil service—but it is the same principle of democracy in employment. We think that that principle would be found to be better in every way than a system of bureaucracy, on the one hand, or

possibly of autocracy on the other. I do not need to deal with that phase of the matter. I think Mr. Patterson in his evidence has shown that there is a tendency towards bureaucracy at the present time. I believe it is obvious that if the control of civil service affairs was simply vested in the deputy ministers, without any restriction or safeguard, there would be a danger of certain abuses creeping in. There would perhaps be a danger of undue political influence. There might be perhaps various dangers of favouritism and other things. I do not say that there are, but there certainly would be the danger.

Q. Why the danger of the deputy minister using political influence?—A. Not the deputy ministers personally, but of course, they would be under their ministers, and it would be within the bounds of possibility that someone might bring pressure of a political nature to secure employment.

Q. I think that Mr. Patterson in his memorandum referred to the Commission as consisting of two ex-members of Parliament. Is there any sin in a man being a member of Parliament? Does the fact that he was a member of Parliament suggest that he would be unfair? What about our judges?

Mr. BROWN: I do not think it is a question that is very interesting now.

Mr. MARTELL: But he is bringing up the question of the deputies, and so on. I think that is absolutely relevant.

By Mr. Chevrier:

Q. I do not know just what Mr. Patterson had in view when he spoke, and I do not suppose that on the face of it the fact that a man had been a member of Parliament would be against him. It is possible what his meaning was that there should be a slight danger of the member of Parliament being influenced by former political affiliations.

Mr. MARTELL: Is it done in the case of judges?

Mr. CHEVRIER: I am not prepared to say as to that.

Mr. SHAW: In any event you are prepared to grant absolution?

WITNESS: To whom?

Mr. SHAW: To members of Parliament.

The WITNESS: Well, I do not think that I am in the position of a confessor and should absolve them.

Mr. PARENT: There are no sinners among the members of Parliament.

The WITNESS: I am making certain recommendations, and Mr. Martell asked me a question which I endeavoured to answer. Of course, it is a little out of my scope to pass an opinion on the point as to whether a member of Parliament would necessarily be a dangerous man for the position of Civil Service Commissioner or not.

Mr. SHAW: Of course, more than that, there is no ground for the suggestion.

The ACTING CHAIRMAN: I think the witness should be allowed to make his statement and then he should be cross-examined afterwards.

The WITNESS: What I would suggest was that the principle of democracy in employment would be a better one than either bureaucratic or autocratic methods. Whether such would exist or not is not my point at the moment. I merely wish to say democracy is superior. I ought to say at the outset that I think you will find the principle of democracy is that there should be not a spirit of irreconcilable hostility between the employee and the employer. Where such a spirit exists, the councils could not be a success in my opinion. That is, supposing the employee approached the council in a spirit of saying "I want to get all I can out of the boss," and suppose the boss says "I want to get all I can out of the employee," and there is no desire to co-operate, each is trying

to gain everything for himself at the other's expense In that event you will not have a successful machine. That is true, whether there are councils or whether there are not councils, but we submit that the council has a tendency to eliminate such a spirit if there is a tendency towards it, because when two men get together, and can grasp each other's point of view, there is more of a tendency to arrive at a compromise than on the other hand, if the employee says " I know nothing of the boss's affairs," and the boss, on the other hand, has no sympathy or understanding with the employee's viewpoint; therefore, as I say, one of the great aims of the joint council plan is to promote better relations between the employer on the one hand and the employee on the other. The idea is not to have the slightest thought of strikes or any methods of force whatever. I might say our organization from the inception has prohibited strikes. We do not allow that principle at all. Our idea is an exercise of conciliation, and that is the only sound basis on which we think any business can be successfully carried on. We believe in co-operation between the employee and employer. We believe in the loyalty of the employee to the employer. In this connection, I would just like to read from one of our news letters that were published, showing exactly where we stand on that matter. It is dated March 14, 1921. (Reads):

> " In small establishments, the employer is in direct, personal touch with all the workers; but the magnitude of many industries precludes the possibility of intimate contact, and consequently deprives the employer and the employee of mutual understanding. Instead of co-operating for their mutual interest and welfare, they regard each other with a suspicion and a distrust which operate against the best interests of both. When forced to come together on boards of conciliation and arbitration, there has been an atmosphere of disagreement, the idea of amity and co-operation not entering into the discussion.
>
> "It is to infuse the spirit of co-operation into industry that joint councils have been formed. It is to infuse spirit of co-operation into the public service of Canada, that we ask for the establishment of joint councils An employer or group of employers cannot come into personal contract with thousands of employees, but responsible representatives of the employers can meet and establish co-operation with the elected and responsible representatives of the organized employees. The two sides can come to understand each other's viewpoint, grievances can be considered and satisfactorily adjusted, decisions acceptable to both sides can be reached on questions affecting the efficiency and the well-being of the employees; and finally the latter can be given a new confidence in their employers, and imbued with a new interest in their work, with new hope, and ambition.
>
> " Through democratic councils in the civil service, the vexed question of re-classification, salaries, re-organization and superannuation, can be dealt with in a manner at once simple, practical and acceptable, we believe to all. On the other hand, no Government, however willing to treat public servants justly and fairly, can hope to satisfy them on such important questions unless they are consulted, unless they are afforded a voice in the determination of their working conditions. Civil servants have suffered in the past from probably well-meant but certainly uninformed and misdirected attempts at civil service legislation, they would be glad if in future no questions affecting their welfare or their working conditions, were decided without their concurrence through responsible representatives on joint councils. In short, they desire that the principle of industrial democracy, the application of which has proved so successful

both in private industry and in other public services, should be applied to the Canadian federal service. They are convinced that, in no other way, can loyal and efficient service, and lasting contentment, be effectively promoted among federal government employees."

"Now as to Whitley Councils. The principle underlying the joint council is right. There is no question of it,...."

"..... As time goes on, between these joint councils and meeting together as often as we can and getting acquainted, we will be able to work out our problems by degrees until we place the civil service where both you and I want to see it.....I am willing at any time to sit down and talk over any steps we take as a Government in this direction; in fact I hope, if any radical steps should be contemplated at all, before they are taken, we will take into our confidence and thoroughly discuss with your general Committee the action we propose to take."

"I want you to take home with you two points: First, that we as a Government are anxious and willing to co-operate with you people in any way possible to build up this service and put it on a higher standard, if possible, than it is at the present time. We want to make a service worth while for a man to come into, with opportunities for a future."

I would also like to state that what we see here contained has been recognized by Premier Greenfield of Alberta. That I think, shows where we stand, and shows that one of our premiers in one of our leading provinces has the same views as we have. The province of Saskatchewan has had one for two years. The province of Alberta is, I believe, at the present time, organizing a joint council. I would like to show by two extracts from two pamphlets published by the Department of Labour that wherever joint councils have been tried out, where the necessary conditions of conciliations could be developed, they have proved the most successful solutions yet devised. I do not propose to read the whole of the two pamphlets. I shall read a few extracts here and there to illustrate the point, unless the Committee wish to hear more than that.

By Mr. Parent:

Q. What pamphlet are you quoting from?—A. Bulletin No. 1, Industrial Relations series, issued as a supplement to the *Labour Gazette*, February, 1921.

Mr. MARTELL: Would it not be better if the witness had made a statement embracing these extracts and put that in after? That would give us more chance for examination directly. He is making a brief as he is going along. It takes a long time.

The WITNESS: This would be evidence to show that the joint councils have succeeded elsewhere.

Mr. MARTELL: You cannot say that that is true or not true, because you are reading from a book.

The ACTING CHAIRMAN: We would like to have what your proposal is, how these councils would be made up, what their powers would be, whether they would be of an advisory character.

The WITNESS: I was going to arrive at it in a few moments. I do not think this will take long, or otherwise I could leave the whole of the pamphlets with you.

Mr. CHEVRIER: I would suggest the witness be allowed just to say "you will find on page so-and-so, pamphlet No. so-and-so" and just say where that is and leave the pamphlets here. Apparently the Committee is not disposed to hear the reading of it. If you would say on what pages of the pamphlets it is shown

to your mind the councils have been successful, the Committee can look them over.—A. In the Bulletin No. 1, if you will refer to the whole of page 8; the second paragraph on page 15; beginning at the bottom of page 18, over to the end of the quoted part on page 19. It is a quotation by F. A. Silcox. There are other marked places in this that if the Committee had time you might look over, but those are the most important ones.

By the Acting Chairman:

Q. That will be filed with the clerk?—A. Yes. The second bulletin I have is a report of the conference on Industrial Relations held at Ottawa February 21-22, 1921, issued as a supplement to the *Labour Gazette* March 21, 1921.

Mr. PARENT: I suppose the Committee will have no objection if Mr. House wants to make some quotations, if they are not too long.

Mr. CHEVRIER: I have no objection to that. If the excerpts are short, I would rather get them into the evidence. He can read us the short ones, and can give us a reference to long ones.

Mr. MARTELL: You take your excerpts. You have to take the excerpts in relation to the context.

Mr. CHEVRIER: If a member of the Committee thinks that excerpts does not meet with his own views, he can read the book and if any other member of the Committee thinks he has got enough, he need not read the book.

The ACTING CHAIRMAN: The whole article has to be read to be understood thoroughly.

Mr. CHEVRIER: Quite so, but that is the witness's case, and it is then at the disposal of any member who is not satisfied with that, to go into the matter himself.

The ACTING CHAIRMAN: It is for the Committee to decide.

The WITNESS: I will begin at page 8. These are remarks of A. H. Young, Manager of Industrial Relations, International Harvester Company, Chicago. (Reads) "I believe that the most significant fact in our experience that this frank exchange of views—this getting around the council table and talking over matters of mutual interest before there is a crystallization of thought, has resulted in perfect agreement with this one exception." On page 7 he says (reads) "After the council agrees, its recommendations are forwarded to the superintendent for execution. The execution lies wholly with the management, but if the manner of execution is open to question, then the matter goes again to the works council, so you will see that it has both a legislative and judicial function." On pages 10-11, you will find a list of different functions that have been discharged by a council in the Gray Dort Motors Limited at Chatham. I will not read it.

Mr. MCBRIDE: I would suggest this, that after the council meets and comes to a decision that that should be passed on to the Civil Service Commission for their decision.

The WITNESS: I will come to that in a few moments. At the bottom of page 13, dealing with the question of the foreman trying to be autocratic and unjust. This is Mr. George Valentine of the Massey-Harris, Limited. (Reads) "There is one thing, however, that I have felt from watching our council operate, and that is that it carries with it a very decided indirect benefit to the employees, a greater benefit in fact than most of the direct ones, but one which is not always recognized. I mean by this that every company is, so to speak, at the mercy of its foreman or its agents who administer its policy, and is held accountable for the actions of these foremen, etc. To the employee the foreman is the company. Every one of our foremen and superintendents now recognizes

that if his action will not stand investigation it may and probably will come before the Council and so almost unconsciously they are more careful than they otherwise would be not to act arbitrarily. This is a great advantage not only to the men but to the company. Our councils have provided a means of communication between the company and the men which it would be difficult to have otherwise provided, and I have no hesitation in saying that our councils have earned their place." The point proved there is that in the event of any of the officials being unjust or showing favouritism to the members of their staff, there would be a practical certainty that the case would be ventilated before the Council and they would be more careful in doing anything of that kind. There is an extract on page 16. The fourth paragraph to be read on page 20, a brief one, which I think I might read is from Mr. C. S. Ching, Superintendent of Industrial elations of the United States Rubber Company, New York. (Reads)—

"There is something that we all ought to realize, and you will realize it more fully when you have councils in operation; the majority of your employees are more loyal to your company and to your industry than you give them credit for being. There are a great many employees in industry to-day who have just as much and possibly more pride and loyalty to those industries than we suppose. We want to have those employees appreciate that they have something worth being loyal to; in other words, we want to give them our confidence and I don't know of any other way of giving it to them than by some plan of getting together."

There is an interesting extract on page 26. I will read it (reads): "I may say from my intimate acquaintance with this work that I have been impressed with the fairness of the workingman. I think Mr. Ching put his finger upon the salient point when he said that 98 per cent of the workingmen, if they know the facts, will deal in a reasonable and fair way. That is one reason why we must be absolutely frank and sincere. We must face the facts and not be afraid to place them before the men and ask their judgment and co-operation upon them."

There are two or three other extracts, but you may not want to hear them. This will be left with the clerk Another great essential for success in joint councils is both the employee and the employer representatives should have power to deal with the questions that come up before them. In private industrials there would be no question of the power of the management to deal with such service, but in civil service it is complicated by the Commission. Obviously, if you have a joint council in one department, the deputy minister of the department might take up with the staff questions relating to classified organization, improvement of systems, salaries, methods of appointment, promotion, transfer, et cetera, but having reached what they considered a good solution of a given question, then they would say "now we cannot put this into effect. The power is in the hands of the Civil Service Commission." There your whole principle of democracy would be gone. If the Commission had the powers which it has at present to deal with these questions of classification, organization, et cetera, there would practically be no use in establishing joint councils. There would be only shadows or phantoms of real councils, having no real power to deal with the questions involved. Therefore I presume the joint council plan in the public service would be a larger measure of departmental control in their personal matters. That, I think, is an unavoidable conclusion, that we should have a larger measure of departmental control. I might say in that connection that we recognize, as other organizations recognized, certain dangers in having the control, provided such safeguards as we are advocating were not established. Suppose, for instance, there were no joint councils formed and we simply gave those functions, promotions and so on, to the

department, then there would, I think, be danger, the danger possibly of political influence, undue political influence, I would say, or of favouritism, or of various other things, against which there would perhaps not be a great deal of protection. I remember Mr. Shaw spoke last night about a resolution of our organization sent last year to the Trades and Labour Congress at Montreal, in which we criticised the Civil Service Commission for having exempted certain positions from the control or from the jurisdiction of the Commission. Now, there was nothing inconsistent in that policy with our policy to-day; quite the contrary. It is in distinct harmony with it for the excellent reason that as the thing was proposed, we had no inkling that there was any intention of establishing the principle of democracy in employment. We had no information that there was an intention to form joint councils and the exemption of certain positions from the jurisdiction of the Commission constituted in our opinion at that time a menace.

By Mr. Rinfret:

Q. Do you mean in the inside or outside service?—A. In any part of the service. It was in our opinion a bad thing at that time. That is the reason the resolution was passed and placed before the Congress.

By Mr. Shaw:

Q. When did you make your representations to the Prime Minister, of which Mr. Patterson spoke?—A. Which representations?

Q. I understand you presented a draft of your scheme to the Prime Minister.—A. We presented it not only to the present Prime Minister, but to the previous Prime Minister.

Q. That is to Mr. Meighen?—A. We presented it to Mr. Meighen in 1921, and we presented it to Mr. King last year.

Q. What time of the year?—A. I think it was in March. But because we had presented a constitution it would not follow that there was any guarantee that such councils were likely to be formed, and I unhesitatingly say that if there is no intention to form councils we would be opposed to exempting these positions; we would regard it as constituting a menace.

By Mr. Brown:

Q. Do you mean to say without these councils you would want all employees of the civil service down to the lowest grades subject to the Commission in all details?—A. I would not like to go so far as to make a broad statement like that. It is like this, I would consider the situation was unsatisfactory to leave it as it is, undoubtedly; still, I also consider that there would be a danger in placing it under unrestricted deputy minister's control.

By the Chairman:

Q. I cannot see your point; the Civil Service Commission take a certain action and hand a certain number of lower grade positions over to the department; you criticize that, do you?—A. I say there might be a danger.

Q. You have, I believe, criticized that?—A. Yes.

Q. But you say you would not have criticized that had you known there was going to be some chance of a joint council being established?—A. That is correct.

Q. What bearing have those two facts on each other? Even with a joint council is it not quite possible that the selection of the sort of jobs we have had discussed here, like charwomen and so on, would be still better handled by the department even with joint councils working?—A. It is a possibility.

Q. It seems to me in the judgment of the Civil Service Commission themselves there are a lot of bothersome positions, positions they thought were more bother than the benefit accrued; I do not get the connection?—A. It seems to me there would be a possibility—I don't know that it would be the case in all positions, I am not going to deal with specific cases, but it appears to me a rational view of what occurred. Supposing there is at the present time, you see, no machinery for appeals, no machinery whatever for appeals, would there not be at the present time—I submit that there would be in my opinion—a danger that such positions might possibly become exposed to undue political influence?

Q. I don't get what you are coming at. You are not discussing the question of the abolition of the civil service on the question of appointment?—A. No, we have no desire to advocate that.

Q. You are discussing these councils from the standpoint of internal administration to give justice in the department?—A. The matter of appointment is one of the matters that we think ought to come——

Q. If the Civil Service Commission themselves feel there are certain appointments they do not want to take the responsibility for, because they feel the appointments could be made more economically by the department, what difference does it make to the working out of your council plans, what the Civil Service Commission's judgment is on the matter? I do not get the relation of the thing.—A. Simply that under the joint council plan any aggrieved employee who felt that he had not been treated justly would have a right of appeal.

Q. The man who got the appointment would not be aggrieved when he had the appointment?—A. He might not be aggrieved, but somebody who did not get it might be.

Q. You are not going to consider everybody who does not get an appointment?—A. My view is the applicant would have—

Q. If your joint council is going to handle applications you are going to have a bigger and more unwieldy body—?—A. I am not saying handling applications.

Q. That is simply usurping the functions of the Commission?—A. I will make it perfectly clear what our view is on appointments when I come to that in a few moments. As I was about to say, the civil service, as I understand it, exists to carry on the public business of the country; the public business of the country does not exist for the purpose of the civil service. The departments are carrying on that public business, and it seems to me that they have a better idea of their requirements and what is necessary to be done than any outside body could possibly have, unless, to use Mr. Patterson's phrase, it were composed of supermen. The departments should, as it seems to me, be supreme in nearly—the department I say, not necessarily the deputy minister; I am coming to the distinction presently—should be supreme on personnel matters; and it seems to me that the employment bureau through which the department recruit their staffs should be subordinate to the departments which are actually carrying on the public business. That is the departments are carrying on various lines of effort for the country. They require a certain staff to aid them in doing it; now, as a means of securing the staff or some parts of the staff, they may need an employment agency; other parts of the staff they may be able to secure better directly; but in any case a department should feel the employment agency or bureau which supplied it with the staff they require is at its service, and not in any sense its master to dictate to it in such a way as to prevent the department from obtaining the best men for the position. That is all I wish to say by way of preliminary remarks. If you have the charts in front of you I will take them up briefly.

By an Honourable Member:

Q. You were not satisfied with the old patronage system as it existed?—A. You mean when there was the power to have certain persons appointed irrespective of their merit?

Q. Yes?—A. We would not be satisfied with that.

Q. You are not satisfied with the present system of the Civil Service Commission?—A. We think it is open to the defects which Mr. Patterson has laid before you in his evidence.

Q. And you think there should be another system put into vogue which would take the place of it?—A. Not entirely take the place of it; it serves a useful purpose.

Q. Practically in control of the civil service themselves?—A. Yes, that is my idea in bringing those pamphlets to show you that that is a sound policy.

By Mr. Rinfret:

Q. I would like to ask this: surely the witness does not consider that by patronage, that is to say by political recommendations, it is inferred that in every case the man recommended has not sufficient merit to deserve an appointment?—A. I would be far from inferring any such thing as that; a member of Parliament might make an excellent recommendation.

Q. Recommend persons who are worthy of being appointed?—A. As long as the member recommends them and does not try to insist that they be appointed, I would say there is no objection.

Q. Is it not a fact that all the heads of the service to-day have been appointed through political recommendation?—A. I cannot say from personal knowledge; that may be so.

Q. I mean under the old regime, they would be old enough in the service to come within the years of that system?—A. Many of them would.

Q. Does the witness consider that these men are worthy men?—A. I would not like to express an opinion. I am not in a position to say definitely that all the heads of the service are either good men or are the reverse; I am not in a position to pass such a judgment.

By Mr. Chevrier:

Q. Do you know of any case where a chief of a department having been appointed under the old regime—not that I want it inferred by that that I want to revert to that system—but do you know of any case where the chief of the branch or head of a department who was appointed under the old regime is now inefficient?—A. Do I know of a case where a man appointed under the old regime is inefficient?

Q. I mean to follow up the case which was asked by Mr. Rinfret; do you know of any case where a chief of a branch or a chief or deputy head, having been appointed under the old regime, whether it was patronage or not, is inefficient?—A. I do not know from personal knowledge.

By Mr. Rinfret:

Q. Is it not a fact that the Civil Service Commissioners themselves were political appointees?—A. I should imagine that is possibly true.

Q. Which does not mean that they are not worthy?—A. I would not care to express an opinion.

Mr. MARTELL: As I have to leave, I would like to make a motion now; I would like to ask for a return showing first the total number of advisory boards appointed in Canada since the inception of the principle of advisory boards.

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2. The number of advisory boards since their inception that have dealt with appointments of a similar nature; that is, showing for instance, the number of boards that have dealt with the appointments of lawyers, doctors, chemists, engineers, with the personnel of said boards in each case.

The motion was carried.

By Mr. Simpson:

Q. The scheme which is recommended provides for an employment agency which would be subordinate to the department?—A. Quite so.

Q. The function of that employment agency would be simply to suggest names if there was a vacancy, suggest to the department names of candidates.—A. Not unless they were required to do it. It would depend on what kind of appointment you were referring to. If it were an appointment of a routine clerical position, a clerk, stenographer or anything that lends itself well to a written examination, I would say that the Commission would hold the examination to fill, as Mr. Patterson suggested yesterday, the estimated number of vacancies likely to arise in the year, and that those who obtained the highest standing up to that number would be considered successful candidates, and would be appointed in the order in which they had ranked on the examination. On the other hand, if you are referring to positions which do not readily lend themselves to a written test, then I should say the department would as a rule make its appointments, but that they could at any time they wished avail themselves of the services of the employment agency to secure an employee for such a vacancy.

Q. Would you favour setting up a new body, or would it be the Civil Service Commission?—A. It would be the Civil Service Commission that would be the employment agency we suggest.

Q. They would simply carry on the function of an employment agency?—A. They would have other functions which I will come to presently, but that will be their principal function.

By Mr. Chevrier:

Q. You said you had given a memorandum to the Prime Minister, is that the memorandum of the 14th March, 1921, in the News Letters, addressed to Hon. Mr Meighen, and the memorandum of the 27th March, 1922, addressed to Hon. Mr. King?—A. We sent Mr. Meighen a memorandum which we published in the News Letter of March 14, 1921, and I do not remember the date of the one addressed to Mr. King, but I think it would be about the time you say.

Q. About the 27th March 1922?—A. Somewhere about that I think.

Q. Something like 18 pages?—A. Is that the one headed "Efficiency in the Civil Service"?

Q. Yes; is that the one you refer to?—A. In what connection?

Q. You said a short time ago you had made representations to the two Prime Ministers with reference to joint councils and efficiency in the civil service?—A. Yes.

Q. I am now asking you if those are the two memorandums you mean, the one contained in the News Letter of March 14, 1921, to the Hon. Mr. Meighen, and then of March 27, 1922, to the Prime Minister?—A. Those are the two memorandums I mean, but in the second one the constitution does not appear, does it?

Q. No?—A. I think we submitted the constitution separately; it was attached to the memorandum.

By Mr. Shaw:

Q. The first constitution you refer to is this document?—A. That small pamphlet, yes; it was not published in pamphlet form at that time.

Q. I notice on the fly leaf printed certain things:

"Joint Councils have proved successful in private industry.

Joint Councils have proved successful in other public services.

Joint Councils are now past the experimental stage.

The Civil Service Commission has failed in its attempts to solve civil service problems.

Deputy Ministers and Branch Heads are entitled to a voice in matters affecting their staffs."

Does this document contain arguments along those lines?—A. The document contains no arguments at all; the only arguments are those on its cover. The document contains only the two constitutions.

Q. This is just a little advertising?—A. I suppose if you wish to call it that. It is a statement of fact which we thought was very fine to put in as a preface to the constitution. They are summaries in brief form.

The ACTING-CHAIRMAN: Shall the witness proceed?

WITNESS: Beginning at the top of the chart, the definition of the duties of Parliament I presume requires no explanation. It says that Parliament introduces new legislation or amends existing legislation where necessary. That of course would be necessary. If the councils had come to the conclusion that a certain course was desirable and it were found that it conflicted with existing legislation, the Cabinet, of course, would have the power to submit the matter to Parliament for legislation.

By Mr. Shaw:

Q. What objection is there to the formation of a Whitley Council right now?—A. I cannot think of any.

Q. Is there any legal objection at all?—A. I cannot say.

Mr. MCBRIDE: There have been several suggestions made by the witness in regard to certain changes; I would like to ask him if those suggested changes are intended or expected by him to be for the betterment of the Civil Service Act or more particularly for the betterment of the civil servants themselves?—A. They are inteded for the benefit of the public business of Canada as a whole; we are not working for our own personal interests in the matter at all.

Q. At the same time what I want to get at is, there is behind your whole statements, something wrong at present with the conditions of the civil service in some way or other, and is this going to better them?—A. Mr. Patterson has made that clear.

Q. That is what you have in view?—A. Yes, we think this is a method of improving existing conditions.

By Mr. Shaw:

Q. I wanted to know if you could tell me if there was any legal objection to the introduction of these councils without any reference to parliament at all?—A. I cannot say definitely; I am not a lawyer, and I don't know whether there is any legal objection or not. It would probably be necessary to amend the Civil Service Act.

Q. What department did you say you were in?—A. The Labour department.

Q. I suggest you start a Whitley council right in your own department?—A. Without waiting for legislation?

Mr. SHAW: Yes; I don't think there is any legal objection to it.

Mr. CHEVRIER: I don't think there is any legal objection to it at all.

WITNESS: On the other hand I would be in a rather hard situation.

Mr. SHAW: That is the department to start it in.—A. Yes, on the other hand it would be somewhat difficult for me as a mere employee in that department to force the department to do that. Legislation, however, providing such councils would have to be formed, would place the department in the position of not being able to get out of it.

Mr. CHEVRIER: I don't think anybody would say that this council would be illegal, but I do not think anybody would say that you should start these councils now unless Parliament authorized you to do it.

By Mr. Shaw:

Q. Did not one witness tell us that he had started one on his own account over on the Pensions Board, and it worked fine?

WITNESS: I believe he did; I would not be sure of it.

Mr. CHEVRIER: Major McKeand, I am not quoting his evidence, I think suggested they dealt with these various claims as though they had been a joint council, they conferred together; but he did not say they had established it.

WITNESS: I remember reading it in the evidence and thought at the time his idea was a good one. I do not know that there is a legal objection to it, but I think some legislation would be necessary to bring the system into being.

Mr. CHEVRIER: They could not start a council now. The councils which they propose to establish would be encroaching upon the rights of the Civil Service Commission and the Civil Service Commission might well take the ground that you have no right to encroach upon their statutory rights.

By Mr. Shaw:

Q. In so far as you limit the jurisdiction of the Civil Service Commission you need legislation for the introduction of the council?—A. A council introduced leaving the Commission exactly those powers which it now has would be so feeble that it would be almost useless.

By Mr. Chevrier:

Q. The council you mean would encroach to some extent anyway upon the statutory rights of the Civil Service Commission as it now exists?—A. I should think so as it now exists.

Q. But if the Civil Service Commission was left with its rights and prerogatives now enjoyed by statute, the council would not suit your purpose at all?—A. I think it would be almost useless. The next feature in the chart is the Cabinet confirms decisions by order in council where necessary, or decides to submit to Parliament, and another function that it exercises is the nominating official side of the inter-departmental council. That of course will involve an expansion of the interdepartmental council, which I will come to in a moment. As to the orders in council, you will readily see in the same way as some decisions of council might necessitate a change of legislation, that other decisions might not necessitate a change of legislation by Parliament, but might require to be confirmed by order in council. There might be two regulations—

Q. Any recommendation which your council did make, which is not now hindered by existing legislation, would be ratified by order in council? —A. If they are not hindered by existing legislation, I suppose they could be put into effect by order in council; and some decisions of course would not even require that. Coming to the councils themselves, you notice on the chart on the one side "Civil Service organizations" and the "Minister of Labour", that is electing the interdepartmental council. On the other side, you have the "head

of the department", which means the minister and the organized employees of the department" electing the departmental council. I may as well explain at this point that our idea of civil service personnel administration is not confined to the establishing of a council in each department.

Q. Do I gather that the civil service organizations and the Minister of Labour as set out on the left hand side of the chart, would select the interdepartmental councils?—A. Yes; there is but one interdepartmental council. You might call it, national council. We called it interdepartmental because it has to work in harmony with the departments and deal with general aspects of that which they will apply to particular departments.

Q. On the other hand the "heads of department" and the "organized employees of department" on the right hand side at the top would select the departmental joint council?—A. Yes; you will understand in each the authority towards the middle is the one that chooses the official side; the ones at the extreme outside are the ones who choose the staff side.

Q. What is the idea of leaving it to the Minister of Labour? Is there any special reason?—A. We had a special idea in connection with that; that is just a suggestion, but our idea was simply this, that the Minister of Labour is the minister in the Cabinet most conversant with the subject of employer and employee relations; that is a part of his constant duties, and he would be a better man for a civil service personnel minister than possibly any other minister.

By Mr. Rinfret:

Q. You mean as a minister; you do not mean the present minister of Labour?—A. Not at all; it would not make any difference what government were in at the time, it would be still the minister of Labour

By Mr. Drummond:

Q. Do you mean the Minister of Labour would have more sympathy with those who are in labour than any other?—A. No. We will agree that the Minister of Labour is or should be an impartial person who is in no more sympathy with labour than with the employees. We assume that the Minister of Labour is impartial. I must say at this point that it is not the aim of our organization to get anything for labour as such as against non-labour; it is not our aim to get anything for the employee from the employer. I think I made it clear a few minutes ago that our idea was quite the reverse of that; it was closer co-operation, friendly relations with the employer, more harmony, and by no means to get all you can and let the boss go hang; that is not the way in which we look at the matter at all, and I would like the Committee to understand very clearly that we have at all times considered the question from what we believe to be the interests of the country. We believe where such co-operation exists, both the employer and the employee will benefit; therefore it is worth our while to try to bring about such a condition.

Q. You do not mean to infer that the labour side of the question, or their interest in it, is eliminated altogather?—A. Of course not; neither is the employer's side; both sides are in it; the employer and employee are equally represented.

Q. You say that your main idea is for service, not to get more for the labour employees?—A. That is correct; our main idea is service; but we believe that both the employer and the employee will benefit as the result of service.

By Mr. Shaw:

Q. I presume you intend one departmental joint council for each department?—A. Yes.

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Q. One and one alone?—A. I would not say that; there would be some departments where special machinery would be necessary, and we have not included it in the chart, because it would not be universally applicable. This chart is meant to cover only that which would apply to the service—

Q. Let us look at the Post Office department, you have one departmental council there?—A. Yes.

Q. At the city of Ottawa, or have its headquarters in Ottawa?—A. I would not like to say that; it would be up to the Postmaster General to decide that.

Q. I suppose there would be probably five hundred employees engaged in the post office at Vancouver, would there not?—A. Very likely; I could not say.

Q. There would be probably 200 postal employees engaged in Halifax?—A. Very possibly.

Q. And probably say 250 in Quebec?—A. There might be.

Q. Will each of these particular places have a council of their own?—A. That is the idea; this machinery is meant to be elastic; the different departments of the Post Office department would require such machinery, but the Labour department would not.

Q. Every post office place in Canada would be entitled to have a department council?—A. Not every post office in Canada.

Q. Practically?—A. No, no, there would be district councils; we would have a district council which would cover a certain territory with headquarters say at Toronto, or it might be at Vancouver.

Q. That district council is not mentioned in this?—A. It does not apply to all departments, and this chart is meant to cover general machinery.

Q. How would you make connection between your district council and your departmental joint council?—A. If you will turn to our constitution, we explain that. It is under the draft constitution for departmental joint councils; we say in section 14, on page 7:—

> "Departmental councils shall have power to create divisional, district, and branch committees, and to decide upon the nature and extent of their functions in accordance with and not to supersede the objects and functions enumerated in this constitution. Provided, however, that the departmental council shall have no power to appoint any person to such committees."

Q. I presume the district council would have representation on your departmental council?—A. Not necessarily, oh, no.

Q. What I want to get at is, how are you going to get the post office employees at Vancouver represented in a conference at Ottawa?—A. They would not possibly be represented. We should try to get as fair a cross-section on the staff side as possible, but to carry it to the point where you would have every little group, every little district represented, would lead you into precisely the one error which they made in the British Whitley plan.

Q. You think there would be no difficulty in putting this scheme into effect?—A. I think not. The branch councils and district councils would report to the Departmental Councils. We were still on the point, I think, of the composition of these councils. Each council would consist of an official side and a staff side. The official side would be nominated by the head of the departmental council, and in the case of the inter-departmental council, by the Minister of Labour, and for the reasons I have suggested. The staff side of the inter-departmental council would be elected by the civil service organizations. Of course, that is only a suggestion. It could be done in other ways,

but our view is that the staff side would be more truly representative, and have some real power of pledging the staff to abide by its decision, if it were appointed by the civil service organizations. On the other side, you have the departmental council. The official side of it is nominated by the head of the department, and the staff side is elected by the organized employees of the department. Now, of course, there may be representatives of different organizations in that department. The organization as a whole would scarcely elect representatives for that department, but we provide in our constitution that the staff side shall provide the machinery necessary. It means that it would be up to the staff side of the organizations in that department to agree upon the machinery and report what it would be.

By Mr. Parent:

Q. Those men would be working without remuneration?—A. There would be no remuneration. This would be regarded as a public service for the sake of making the service more efficient.

By Mr. Simpson:

Q. I suppose they would hold their meetings during working hours?—A. That would be a question to be decided.

Q. That is set out here?—A. I think so. I think it is provided here that the councils would meet in working hours unless both sides agreed to sit at another time. If they had an afternoon session and did not finish the business, they might sit again in the evening and dispose of the business.

By Mr. Parent:

Q. You do not suggest that these men should devote all their time to the council.—A. By no means. I think that a meeting once a month would possibly be all that would be required. That is an opinion, but by no means is it suggested that they should devote their whole time. I do not see that there would be any necessity for that.

By Mr. Drummond:

Q. Do you suppose that you could get men who were intellectually capable of acting on these councils to do it free?—A. It has been done in other industries. Those pamphlets which I have placed in the evidence show that.

By Mr. Chevrier:

Q. Would they not be civil servants themselves, so that they would not be working for nothing; they would be getting their usual pay?—A. They would have the satisfaction of knowing that they were helping to promote a better service which would be to their benefit.

Mr. DRUMMOND: It would add to their duties.

By Mr. Chevrier:

Q. Mr. Drummond says it would add to the duties they are now performing, but it would be to their advantage to assume those further obligations?—A. Without a doubt. Personally, I would not have any objection to the extra service involved.

By Mr. Drummond:

Q. Looking at it from that standpoint, the purpose of the scheme is to simplify the Civil Service Act?—A. I think you would find this a very real simplification.

Mr. CHEVRIER: I think if the members of the Committee would look at the chart, they would see that there is a square left there for the Civil Service

Commission. The Civil Service Commission is not eliminated altogether.—It is reduced, to what extent, we will hear later from the witness—but it does not do away with the Civil Service Commission altogether.

The ACTING CHAIRMAN: I think it would be better if the witness were allowed to explain his own plan.

WITNESS: I believe it would be better. The civil service organizations for inter-departmental council and the organized employees of each department of the departmental council would have, as you notice, three distinct functions. They would, in the first place, elect the staff side representatives. We will take one at a time. We will take first the civil service organization for the inter-departmental councils. Any question that the staff wished to bring before the inter-departmental councils would be placed on the agenda through this organization. They would also elect the representatives of the staff side, or provide machinery for their election. They would finally receive the staff side reports of what had been done at the meetings. These are the three important functions. On the inter-departmental councils, the official side is nominated by the Cabinet. I say that, because the Cabinet may decide to have a number of ministers on the official side, or a number of deputy ministers. We are not presuming to suggest what the Cabinet would do in that matter. If they should decide that the official side should consist of ministers, well and good, or if they should decide that it should consist of deputy ministers, well and good, or if they wished to have one minister and some deputies, or possibly some members of Parliament to act, they might adopt that arrangement. The official side would be nominated by the Cabinet. The two other functions correspond in the staff side and official side, and we suggest that the receiving of reports from the Cabinet for the inter-departmental council should be assigned to the Minister of Labour, who might possibly be made chairman of the council. I think that possibly that would be the best plan. You could transmit the reports of the council to the Cabinet. That is so far as the inter-departmental council is concerned. On the other side of this scheme it is very much the same, except that it is in a single department. The minister nominates the official side, prepares the official side agenda, suggests what matters he wants to be taken up, and receives reports from the official side which he may transmit to the Cabinet, if an order in council or legislation is necessary. The organized employees of the departments, on the other hand, prepare the staff side agenda, elect representatives to the staff side and receive the staff side reports in the department. That is the same as on the other side of the inter-departmental council Is there anything in this that you find difficult to understand, anything that is not clear? I want to be as clear as possible.

By the Acting Chairman:

Q. I would like to know what the jurisdiction of these councils would be, and how they would affect the situation?—A. The inter-departmental council composed of its officials and staff sides would decide general principles governing such matters as are mentioned in the functions, that is the general principles of organization, classification—

Q. Would they decide without appeal?—A. There would be an appeal later. They would decide general principles governing those various personnel questions which are set out in the chart. The various personnel functions that we give would be shared by the two councils. The inter-departmental aspects of these would be assigned to the inter-departmental council.

By Mr. Chevrier:

Q. By the inter-departmental council you mean the council that would affect not only one department, but a number of departments?—A. For the service as a whole, or for more than one department.

Q. If the departmental council made certain recommendations that might interfere with the working out of one or two or more departments, that would have to be submitted to the inter-departmental joint council?—A. Yes, and if they did not do so, and the inter-departmental council became aware of that fact, they could of course over-rule what the departmental council had done.

Q. It would be a sort of governor, the three balls on the machine; the inter-departmental joint council would assume the function of smoothing out everything to make it fit the various departments?—A. Our idea is this: If you had nothing but departmental councils, there might be more or less conflict, or lack of uniformity, or lack of similarity between the departments. Such conflict should be adjusted in order to make the service a smooth running machine. The inter-departmental council would be for the service as a whole or for more than one department.

By the Acting Chairman:

Q. Their jurisdiction would extend over what?—A. Over the whole civil service.

Q. You were going on to mention the functions when you were interrupted? —A. The functions would consist of organization of work and staff, classification of positions and job analysis; improvement of the system, higher training of the staff, stimulation of initiative and zeal, efficiency ratings—

By Mr. Chevrier:

Q. You say that the inter-departmental joint council will not only decide principles but have other functions. As I understand it, the inter-departmental joint council would decide principles affecting organization of work and staff, classification and job analysis,—I mean they would decide principles affecting organization, classification, and the improvement of the system right down the line. Am I right in saying that the inter-departmental council would deal with the departmental aspects of organization, classification and improvement of the system?—A. Which one do you mean, the inter-departmental council?

Q. What I do not quite grasp is this: You have the inter-departmental council under four headings?—A. Yes.

Q. Do these four headings relate?—A. To the functions, yes.

Q. To the functions. For instance, they would decide principles affecting organization, classification?—A. Quite so.

Q. And affecting the higher training of the staff?—A. Yes.

Q. Am I right in assuming that it deals with the inter-departmental aspects affecting organization, classification and so on?—A. That is the idea.

Q. Am I right in assuming that it would hear general appeals affecting organization, classification and improvement?—A. That is right.

Q. And also a policy of administration affecting organization and classification?—A. That is the idea The inter-departmental council would have these very functions. The departmental council, on the other hand—

Q. Would have exactly the same?— A. Exactly the same functions, but it would merely see that the principles decided by the inter-departmental council were adhered to in the department. It would deal with the departmental aspects, and it would hear personal appeals within the department.

By the Acting Chairman:

Q. Have you mentioned all the functions?—A. Yes, they are the same practically, but perhaps I had better read them. (Reads)

"Organization of work and staff; classification and job analysis; improvement of system, higher training of staff, stimulation of initiative and zeal, efficiency ratings, welfare and working conditions,'"—

The others are marked with an asterisk, which I will explain.—

"Appointments, promotions, transfers, salaries and wages, hours and leave, discipline and dismissal, retirement and superannuation."

At the bottom of the chart it is explained that in regard to the functions marked with an asterisk, " A deputy minister, before taking action, shall satisfy the departmental council that the principles laid down are adhered to." That is in respect to those functions that would have to be applied to individual cases. Employment is essentially an individual question, therefore it would come under the asterisk. Promotions, transfers, and possibly the matter of salaries and so on would also come under it. These as dealt with by the Department would consist of adherence to principles as laid down and would affect individuals. As decided by the inter-departmental council, they would be general principles.

Q. Your council having been formed, and having dealt with those matters, what would happen then?—A. Do you mean the departmental councils, or the inter-departmental councils.

Q. The different functions?—A. I think the chart explains how each function would work out.

By Mr. Chevrier:

Q. I do not know whether the other members of the Committee are as much concerned in this matter as I am, but supposing I put it this way: Supposing a promotion was to be made in a department, and the deputy minister decided to promote so and so, and did in fact promote him, and some other employees were dissatisfied with that promotion, perhaps one man thinking that he should have got it rather than the other man; can you explain the working out of the procedure in a case of that kind. If I could get a typical example, I would be better able to follow you through?—A. The same principle would apply to appointment or transfer or dismissal or retirement or any similar action.

Q. If you would give me an explanation of how it would work out, I would have some sort of system to enable me to follow you right through?—A. What would happen would be this: Supposing that in a given department the deputy minister thinks that a certain man is deserving of promotion—that is your point?

Q. Yes.—A. He wishes to promote a man, but before doing so he reports the matter, we will say, to the departmental council. He says to the council, "I propose to promote so and so for such and such reasons." If the council do not agree with him, they would discuss the matter, there would be a vote taken and each side would vote separately. If a majority of the official side agreed and a majority of the staff side also agreed, the thing would be practically settled, so far as that employee was concerned. If any other employee were dissatisfied with the action taken, he could appeal to the departmental council which would appoint an appeal board of its own membership.

Q. He would appeal to the inter-departmental council?—A. Not in this case.

Q. Suppose that one employee is dissatisfied with the decision of the councils, and the deputy minister recommends the man that the departmental council agreed upon what would then happen to the dissatisfied employee—A.

I do not think he would have very much of a case, but of course he would have an opportunity of having it heard on appeal.

By Mr. Malcolm:

Q. If the board is functioning and recommends the appointment, why should an appeal be heard at all?—A. There may be something in what you say.

Q. This board is supposed to give justice by its representation?—A. You mean if the two sides are agreed?

By Mr. Chevrier:

Q. If both sides decide against an employee, that should be final; but if, on the other hand, the deputy's side take one attitude, and the council is against it, then there should be an appeal to somebody else, because as I understand it, the dissatisfaction in the service at present is that there is no appeal to anybody?—A. That is right. In that case, our proposal would be, first, if the staff side and the official side disagree they should appeal to a judge. We advocate the appointment of a civil service judge.

Q. In that case, if both sides disagree, you say there should be an appeal to a judge; but if both sides agree, and someone felt dissatisfied, you say he should have no appeal?—A. I am not quite sure whether you should deny the right to that man to make an appeal.

Q. I am not suggesting that there should not be in that case, I simply want to find out what the idea is.—A. It is only a detail and I would rather leave it to be worked out later. I think both you and Mr Malcolm have grasped the general principle that if the official side and the staff side agree on a given matter, that should practically be regarded as final.

Q. I would not say that when there is a preponderance of opinion on one side or the other that that should be absolutely final, but my own impression at the moment is that if both sides concurred, it would be just as though you had in court someone returning "no bill"?—A. That is my personal opinion that if the staff side and official side disagree, there should be the right of appeal, because there may be something wrong with it.

By Mr. Malcolm:

Q. You will admit that in the case of industrial councils, the council itself is really the board of appeal?—A. Yes.

Q. You will admit also that in industrial concerns where a council exists, promotions are made by the foreman, and only when those promotions are not satisfactory is the council asked to consider them?—A. You mean by that that if some employee were dissatisfied with the foreman's decision he would have a right of appeal?

Q. In industrial work, the foreman makes all the promotions. The council is the governing body to discuss improper promotions, and its findings are final. —A. There is only one reason why I have put that in, it seemed to me it was desirable if possible that the council should act as a preventive as well as a curative.

Q. It strikes me that you are autlining work for the council which is purely departmental work. The chief clerk of a department surely knows his own staff and is entitled to make promotions on his opinion of the merits. but should his opinion of merit not meet with the views of the staff, the council is there to be appealed to?—A. That is true.

Q. If you endeavored to have every action of the chief clerk or of the assistant deputy minister, or of the deputy minister delegated to the council, you are taking away from the head of the department his real position?—A. Your view would be that in those functions, as in the others, the deputy min-

ister should act without consulting the council, and if anybody is dissatisfied they should appeal.

Q. Decidedly, the whole function of councils in industry is to correct any grievances, which may arise in the ordinary out of the industry. They do not attempt to administer the industry.—A. We propose to do something more than merely handle grievances. I think that a court of grievances would be one of the small functions of a joint council. That has been proven in a number of cases.

Q. I admit that councils handle questions of improvement of the system, of higher training of the staff, and those other matters which pertain to the welfare of the organization. But when you come to the question of a council dealing with appointments, I do not think that the council has any particular right to discuss appointments. You have a body to make appointments where examinations occur?—A. Yes, where examinations occur.

Mr. MALCOLM: In the second place, the heads of the department must necessarily know their own staffs, and they are supposed to promote on merit. If they do not promote on merit, then the question of merit should go to the council, but I do not see why you should have a council to take away the functions of the chief clerks.

By Mr. Chevrier:

Q. You have submitted your own idea, but suppose I put this up to you: In the case of an appointment, it would not be an appointment affecting the labouring forces, because that class has already been excluded in your scheme. It would not be an appointment to a clerical position, because appointments to clerical positions must of necessity be by competitive examination, according to your scheme, so that practically it would be an appointment of a technical character?—A. I think that in most cases it would be. Might it not also relate to the labouring positions? That would be a departmental appointment.

Q. As I understand your scheme the Departmental side would be handled by the deputy minister, and the employees side by the employees' representatives on the council, both together?—A. The official side would consist of the deputy minister and several others of the higher officials.

Q. The appointment would be discussed by both sides, which would be the council?—A. Surely.

Q. Supposing that you left the appointments entirely in the hands of the deputy minister, and the appointment, in the opinion of the employees' side of the council was not what they thought would be in the best interests of the service then there should be an appeal?—A. Yes.

Q. I am trying to get at both sides. In the first place, you are taking away considerable powers from the deputy minister or chief clerk in the matter of appointments because he is only one and open to influence. Let us see the other side, and see if we cannot strike a happy medium. Suppose that the deputy minister dealt with the appointment first, and that in the opinion of the employees' side it was a good appointment. Alright. But if they thought it was a bad appointment, they could make such representations as they saw fit, and probably an appeal should be heard. I have not yet made up my mind which is the better way?—A. It is probably a matter for consideration. I do not want to insist strongly on the point, but that is the view of our organization.

By Mr. Drummond:

Q. Do I understand by this chart that the functions of the Civil Service Commission would be restricted to an entirely advisory capacity?—A. Not in some cases. Take for example the case of clerical examinations. They would fill the positions; they would send the departments the men required.

Q. They would simply recommend on the examinations; it would be simply in an advisory capacity?—A. They would act in the same way as they act now. Our suggestion is that they should keep an eligible list—

Q. You say in the chart that they would fill vacancies for examination positions?—A. After holding the examination. The object of an examination is to get successful candidates, and the Commission fill the vacancies.

By Mr. Brown:

Q. Does not your scheme relegate the Civil Service Commission to a very subordinate position?—A. I imagine it may.

By Mr. Malcolm:

Q. Can you give us a case of an industrial council having any function at all in regard to the employment of the staff, taking industrial councils which have been in many cases successful. Do you know of any case of an industry being governed by a council, or where that council has anything to do with the employment of the staff?—A. I have not a case in my mind.

Mr. MALCOLM: There is none.

By Mr. Brown:

Q. You have pointed out an analogy in regard to private industry, but you carry it much further?—A. I do not know that.

Q. You propose to give to the council far more power than any council possesses in industry?—A. There is a certain element in connection with public employment that does not enter into private industry, and that is the danger of undue political influence.

By Mr. Malcolm:

Q. Was that not the real object of appointing the Civil Service Commission, and has not the Civil Service Commission eliminated the undue influences by examinations?—A. I cannot say as to that. I have not given evidence as criticism.

By Mr. Drummond:

Q. You are taking away from the Civil Service Commission powers that were intended to be given to them when they were appointed?—A. I imagine we would take away a certain amount of power.

Mr. DRUMMOND: Not a certain amount, but altogether, it seems to me.

By Mr. Chevrier:

Q. According to your scheme the labouring forces would be released, but suppose you take the clerical positions. As I understand it, according to your scheme all those positions, would be filled by competitive examination. Nobody could be admitted to those clerical positions until they had passed a satisfactory competitive examination, to determine their capabilities of filling the positions. As I understand it, you would do away with the eligible list, but you say that at the start of each fiscal year each department would say. "We require probably three hundred clerks for the year," and the Civil Service Commission would be called upon to set an examination for the purpose of determining three hundred eligibles. The Civil Service Commission would then strike a list. If six hundred candidates passed, they would select the first three hundred, in accordance with the estimate, and that would be the list submitted?—A. When you say that 600 had passed, you are of course recognizing the principle of a minimum number of marks to qualify?

Q. Yes.—A. I am not sure that that would be necessary. Our idea was rather that we should simply say 300 clerks are required, advertise an examination to fill the 300 vacancies, and the 300 successful candidates will be regarded as eligible.

Q. But you could not limit the number of applicants. Suppose that 600 or 700 people presented themselves for examination. You would have to let them submit to the examination. Now, suppose 600 were successful, or 500 and there were 300 positions. I suppose the Civil Service Commission would say "we have 500 people or 450 people who have successfully passed the minimum mark, and only 300 are required; we will take the first 300."—A. Yes.

Q. That would be the list for the year, because the department has asked for an estimated number?—A. The sum total of all the departments.

Q. Yes. Now, how would you have these people appointed. Suppose that a stenographer was wanted in the Finance Department. The Deputy Minister would say to the Civil Service Commission "send us a stenographer," and the Civil Service Commission, as at present would send one?—A. The first person on the list.

Q. Yes, because that first person would be the one who took the highest number of marks?—A. Unless special qualifications were required.

Q. Unless special qualifications were required, in which case, they would follow the present system. The Civil Service Commission would send to the department the clerk that was requested, so that so far as filling the clerical positions is concerned, the rights and powers of the Civil Service Commission as they exist to-day would not be in any way interfered with on that score?—A. No.

Q. They would remain on that score?—A. Practically as they are now.

Mr. DRUMMOND: They would only make recommendations?

Mr. CHEVRIER: No, no. As I understand it, the Civil Service Commission would have a list of eligibles, numbering three hundred down there in their office, and the deputy minister, or minister upon requesting a stenographer or an accountant would as at present send a request to the Civil Service Commission to send him a stenographer or an accountant to fill the position, and as at present, the assignment branch of the Civil Service Commission would then send to that department, a stenographer or accountant as it does to-day. That is, the Civil Service Commission would fill all clerical positions as they fill them to-day.

Mr. DRUMMOND: But suppose that the deputy says he won't take them?

Mr. CHEVRIER: I suppose he would be bound under the regulations to give the person sent to him one day's trial. If the deputy wants to refuse that person, he may do so but he must give the party one day's trial.

Mr. DRUMMOND: Well, I am not clear as to the effect of this, but this chart takes away from the Civil Service Commission the actual power of appointment.

Mr. CHEVRIER: I am trying to get at that, and so far I have not seen that it does take away from the powers of the Civil Service Commission the right to appoint to clerical positions.

WITNESS: In that case, it does not, that is in the case of positions that can be filled by the ordinary written competitive examination.

By Mr. Chevrier:

Q. If your scheme is going to take away from the Civil Service Commission the power to appoint persons to the clerical staff, then I would not agree with it, because I believe that all those positions that are susceptible to examina-

tion should of necessity be filled by examination?—A. I think if you look at the chart you will see that the Civil Service Commission will fill vacancies for examination positions.

Q. According to your scheme, which seems clear to me now, you tell me that in regard to those clerical positions you are not taking anything away from the present powers of the Civil Service Commission?—A. I do not see that we are.

Mr. CHEVRIER: I do not see that you are taking away anything.

Mr. DRUMMOND: If this chart sets forth the duties of the Civil Service Commission, where in that can you find that the Civil Service Commission fill any position except in an advisory capacity?

Mr. CHEVRIER: Let me put it this way: You have already said that there are three great classes in the service, the labouring class, the clerical class, and the administrative or technical positions.

WITNESS: I think that is right.

By Mr. Chevrier:

Q. So far as the labouring class is concerned, according to your scheme you have eliminated them from the operation of the Act?—A. I spoke of examination and non-examination positions.

Q. But you have eliminated them from the jurisdiction of the Commission?—A. Eliminated the idea that the Civil Service Commission should fill the vacancies.

Q. You are left now with all positions susceptible to examination, that means clerical positions or technical positions. Clerical positions are susceptible to examinations?—A. Yes.

Q. Technical positions—it is a question of whether they are?—A. Each one would have to be decided on its merits. Most of them I think would not.

Q. Now so far as clerical positions are concerned, you are of the opinion that the Civil Service Commission should make those appointments?—A. Yes.

Q. So that on that score you are not taking anything away from the Civil Service Commission as to appointments?—A. No.

Q. Now then, in regard to technical positions, you start on the principle that every position which is susceptible to examination should remain in the jurisdiction of the Civil Service Commission. That is where we may disagree, that all technical positions are susceptible to examination?—A. There are cases that would have to be considered on their merits.

Q. If it can be determined that a technical position can be filled by examination, you think it should remain under the jurisdiction of the Civil Service Commission?—A. Yes.

Q. But if it is a position that is not susceptible to examination because of its technical nature, it should not remain under the jurisdiction of the Civil Service Commission?—A. That would be the opinion of our organization, that it should not.

Q. That it should be left to the deputy minister, subject to—A. Subject to theh joint councils.

Q. Summing it all up then, the only power of appointment which you take away from the Civil Service Commission is just in regard to the labouring classes, where no competitive examination can be held; and secondly, in certain cases of technical positions where there are no competitive examinations possible, but in all other respects you leave the power of appointment to the Civil Service Commission?—A. That is substantially our scheme as regards appointments.

APPENDIX No. 5

By Mr. Drummond:

Q. The only power to fill a vacancy which is left to the Civil Service Commission is the power to fill vacancies for examination positions?—A. That is correct.

Mr. CHEVRIER: For all positions that are susceptible to competitive examination.

By Mr. Rinfret:

Q. What proportion of civil servants would that represent?—A. You mean the number that would be filled by examination?

Q. That in your opinion would still be subject to competitive examination? —A. I could not say as to the number. As I say, it would be a matter for decision. That is one of the ways in which the inter-departmental council would work.

Q. My reason for asking the question is to ascertain whether it would be worth while keeping up a board of examiners under your scheme, if there were not a sufficient number of positions involving examination that would justify the retention of such a board?—A. I cannot say as to that. I think that possibly examination would be necessary for the clerical and some of the technical positions. I cannot say that a permanent board of examiners would be necessary if they only held one examination annually for the majority of positions.

Q. You do not get my point. I am not asking about the number of examinations. I am asking what proportion of civil service appointments would remain to be filled by that board of examiners?—A That is beyond my power to state.

Q. You are bringing down a scheme?—A. I have enunciated a principle which I think, and our organization thinks should govern. As to how many persons come within one category or another, we cannot know until it has been worked out.

Q. That is your idea of what should take place?—A. Yes.

Q. You say that the Civil Service Commission should fill the vacancies for examination positions. What, in your mind, does that represent?—A. I do not really believe—this is of course an opinion—that outside of these clerical and stenographic positions there would be a very great number of positions to be filled by examination.

Q. What is the proportion of these clerical positions in the service?—A. I do not know the number. Possibly the Commission could give you the number.

Q. Then when you bring down this project you do not seem to appreciate what would be the effect?—A. I would imagine that the number of examination positions would be rather small.

Q. I will put it this way: You have dealt not with the number of positions, but with the character of the positions?—A. That is the general principle governing. We did not take the number into account. I think the Commission could give you information as to how many clerical positions and how many stenographic positions would be likely to be filled. For the rest, the technical positions which are susceptible to examination, I imagine they would be very few, but that would have to be determined.

By the Acting Chairman:

Q. Have you completed your statement?—A. I have completed my statement as to appointments, and the same principle would follow with regard to promotions, transfers, salaries, hours, discipline, dismissal, retirement and so on. I am not prepared to say at this moment that Mr. Malcolm's idea is not better than this. I am simply presenting the views of the organization, and it will be up to the Committee to decide upon any modifications that they think are desirable.

Q. I have not had a clear explanation as to what becomes of the findings of this board?—A. Which board do you mean?

Q. The departmental board?—A. I will read what we have in our constitution on the departmental council decisions and powers.

> "No motion shall be considered to have carried unless it has been assented to by a majority of the official side and a majority of the staff side. Every member of the council shall be entitled to vote. The Chairman may vote on all questions, but shall not have a casting vote."

This is, I think the one you want to know.

> "Decisions of the councils, unless incompatible with existing civil official secretary, and to the staff organizations by the vice-chairman and staff secretary.
>
> "Decisions shall be reported to the proper authorities on either side within ten days after the meeting at which they are reached.
>
> "Decisions of the councils, unless incompatible with existing Civil Service legislation shall be confirmed by order in council where necessary. They shall take effect as from a date thirty days after reported to the official authority unless it is otherwise provided in the order in council confirming them."

You will see that the statement that the councils are purely advisory in character is scarcely accurate. We have based that on the Whitley plan in England. The Whitley plan gives the council even greater power of final decisions. It says:—

> "The decisions of the council shall be arrived at by agreement between the two sides, shall be signed by the Chairman and Vice-Chairman, shall be reported to the Cabinet, and thereupon shall become operative."

These are pretty strong powers. That means that the councils under the Whitley plan, as adopted in the British civil service have actual power to decide the question, reported to the official authority and it thereupon becomes operative. They do not even say that an order in council is necessary. We thought that it was at least desirable to provide for the confirmation of the decisions by order in council, or by new legislation where necessary. But in general, the principle would be that the council would report its decisions to the minister, in the case of the inter-departmental council to the Minister of Labour, and if it was not vetoed within thirty days the decision would stand.

Q. The Cabinet has the power to veto?—A. Yes, and we would not take that away.

Q. Does that power exist in England?—A. I think not. There is no mention of it in their report, but I cannot see how the council could over-rule the Cabinet.

By Mr. Chevrier:

Q. Could this scheme of Whitley councils be introduced with the present classification of the service?—A. Well, it could be introduced, in fact, I think it would have to be introduced, or it shoud be introduced before we could get ready a classification in the best and most satisfactory way. We would think that the councils, if brought into existence now, could undertake first reorganization of the work, departmental and inter-departmental; the classification of positions, the revision of salaries,and the necessary adjustment of staffs. They could undertake these matters after they had been appointed, and I think that no more effective means of carrying out such changes could be devised, because you would be carrying it out by men who know instead of by men who do not know.

By the Acting Chairman:

Q. This inter-departmental council corresponds with the Whitley council in England?—A. They are both Whitley Councils. The scheme we have proposed is the Whitley scheme. That is the one we favour, and if the Whitley council is not favoured by the Committee, some other form could be.

Q. Have they such councils in the United States?—A. I do not think they have. At the time they were reclassifying their service they had a joint conference, I believe, but it was not a piece of permanent machinery, and I do not think it is now in existence. But they are in existence in other places. The Saskatchewan civil service has one.

Q. Are there any in the other British Dominions?—A. I know they have been trying to get one in Australia, but whether they have succeeded I am not prepared to state.

By Mr. Chevrier:

Q. You say that they have one in Saskatchewan?—A. Yes, and I believe they are talking about having one in Alberta.

By Mr. Malcolm:

Q. In an industrial council, the question of remuneration is determined by the value of the job and not of the man?—A. Yes.

Q. The council will decide that certain work is worth so much money, and the foreman and other members of the council representing the owners agree to that. Then as a result of that finding, a man is able to earn very much higher wages. In other words, the council has an opportunity of deciding on a factor that is not personal, the factor being the value of the job. It makes the organization of the work in an industry very easy, and the councils work harmoniously because they have not the personal element to discuss. They discuss the value of the operation. Do you not think that industrial councils work out better than councils would be in the civil service, because in the civil service you are under statutory pay, and even though you did arrive at some better method of organization of the office or department, there is no possible chance of the council attempting anything in the nature of piece work whereby a more efficient employee could get greater renumeration than the less efficient employee?—A. I would think that there would be an opportunity of doing it in the government employment. Of course, at the present time, our classification is extremely complex, and we advocate as one of the first improvements simplifying it to something like the forty-five grades of the United States service. Then you would have a simpler classification to attach salaries to.

Q. What I am trying to get at is that the interest of a council in the civil service is more to adjust difference between employees who feel that their work is not well divided, to see that justice is done as to promotions, to see that justice is administered to arrange for more efficient methods. But you cannot have the factor I have referred to where the pay is regulated by statute. You are limited on that one score, I think, as compared with industrial councils? —A. I think that salary revision is one of the tasks of our councils.

Q. Salary revision, but not as financial recompense for physical effort?—A. In some cases it might be physical. I do not see why the council should not be in a position to undertake a survey of the situation and find out relatively if the jobs are being properly paid. That is one of the contentions that Mr. Patterson made, that some positions are not remunerative in anything like proportion to their duties, responsibilities and qualifications. That is a condition that the councils could eliminate.

Q. The important thing is that you only classify the job as being worth so much money?—A. There would be jobs that would be classified, not persons.

Q. One man might do a job very much more efficiently than another man, but you would not be able to reward efficiency after you classify the job.—A. Do you remember that Mr. Patterson put forward a suggestion which is one of the views of our organization, that there should be some special incentive devised. One idea was an extension of the salary range. Supposing you had a clerk classified at $960 to $1,260, that would be the ordinary classification for one who did not take a great interest in his duties but was efficient enough to be kept on. On the other hand, if you had a clerk who showed exceptional ability, it was suggested that we should make provision that on a departmental recommendation his salary range be extended to some higher figure, $1,500 or something like that.

By Mr. Drummond:

Q. For the same work?—A. It would be recognition of exceptional ability.

Q. But for the same work?—A. For doing the same work better.

Mr. MALCOLM: The point I am making is that if you have a good man you pay him the same as a man not so good.

By the Acting Chairman:

Q Would concurrence of the council in the recommendation be required? —A. Our idea is that the council should agree, or there should be the right to appeal.

By Mr. McBride:

Q. How long have you been in the service?—A. Since 1915.

Q. You were not overseas?—A. No.

Q. Did you come here by request, or did you offer to give evidence?—A. I received a letter from the Secretary of the Committee inviting me to come and give evidence.

By Mr. Rinfret:

Q. Have you always been in the same department?—A. No, I started in the Marine and Fisheries department, Fisheries branch in 1915, and I obtained my present position as a result of a competitive examination in 1920, that is in the Department of Labour.

By Mr. Malcolm:

Q. In this chart, you refer to a civil service judge. Would you mind explaining what cases would come before him?—A. According to our idea we do not want the judge to have to hear every case that may possibly give rise to dissatisfaction. It is conceivable that the number of cases of dissatisfaction might be somewhat large, and there should be some method of eliminating some of them so that he would hear them as a last resort. You see his duties mentioned there in the chart. (Reads)—

> "Hears appeal referred to him by either side of a council which disagreed with the other side or where inter-departmental council has a dispute with any departmental council or wherever any grievance arises that cannot be brought before a particular council."

That would cover anything.

Q. Therefore, all appeals would have to come from one of the councils?—A. Well, except that in that third class I wanted to provide for some cases that we could not foresee, that could not come before a particular council.

Q. Do you think that the grievances arising from appointments would be heard?—A. No, I would say that the grievances arising from appointment

would come before the departmental council of the department in which the appointment was to be made.

Q. In some part of your evidence, you refer to the point that those who did not get positions might appeal to the council. Do you still maintain that? —A. I do not want to insist on it, but it seems to me that in case there was a suspicion that an appointment was not made with the best motives in view, the person in question might appeal to the departmental council.

Q. Do you not think that that would be a great deal of work for the Council?—A. You mean that every man would be sure to appeal?

Q. Yes.—A. That is a possibility. I will tell you what we had in mind. We were thinking of how to provide the best safeguard possible against any undue influence being brought to bear. But it is possible, as you say, that too much work would arise, and it might not be absolutely necessary as a safeguard.

Q. Taking the situation as it is to-day, if there was a judge to hear appeals of dissatisfied applicants for civil service appointments, do you not think that he would be very busy?—A. I think he would, at present, yes.

By Mr. Chevrier:

Q. Suppose you put it this way: Suppose that an appeal in a case of appointment would not be open to all dissatisfied applicants, but that if the council were satisfied that the appointment was a bad one, the council could then appeal from the appointment that had been made?—A. That is true too.

Q. But supposing fifty people applied for the one position, that one applicant was appointed, the other 49 were not civil servants because they were not in the service yet and should not have the right to appeal?—A. That is one of the things we had in mind when we said that the deputy minister should take it up, so that if it were a bad appointment, they should be aware of it.

Q. If the council thought it was a poor appointment, the council could recommend an appeal from the appointment that had been made?—A. If the appointment had not been brought before them, they would have no information about it.

By Mr. Malcolm:

Q. Do you think the competitive examinations have been very well carried out by the Commission?—A. I cannot speak as to that.

Q. Do you not feel that a fairly good class of civil servants have been put into the service through these examinations?—A. I would think so, in the great majority of cases.

Q. With regard to these lower positions, is it your opinion that, having thought the matter over and heard other evidence, the Civil Service Commission were justified in handing over the appointment of those positions or the filling of those positions to the department?—A. I have already said that we did not approve of it.

Q. The organization did not approve of it?—A. No.

Q. The Civil Service Commission felt apparently that it would be better to let these conditions be handled by the department because they did not attempt examinations, and it was hard to have a demonstration of skill. Do you not think, in the light of all the evidence that has taken place, the Civil Service Commission were reasonably justified in that action?—A. That is a question. The way I would look at it is this; here is an electrician, or some other government employee of that kind, he would like to have a reasonable certainty that his tenure of office would be for life, on satisfactory service. Is there not a risk that he would be inclined to think that under the present system he might very conceivably be laid off and replaced by another person from motives not connected with his service? I think there is a slight danger there.

Q. Mr. House, these positions which have been filled by the department, the Civil Service Commission having asked the departments to fill them, have not been as well filled as they were before, when the Civil Service Commission tried to fill them themselves?—A. I am not qualified to speak as to that. I do not come into contact with that question in my work.

Q. Have you any reason to believe that the Civil Service Commission were not justified in that action?—A. No, not at all. I haven't any particular evidence to offer that they were not justified.

Q. You have no evidence to show that the Commission were not justified in handing these positions over to the departments?—A A dismissed employee should have the right of appeal.

Q. I have only asked you about those positions; you have no complaint to make against the appointments that have been made by the department, and no complaints against the results of the Commission's action?—A. Personally, I have no complaint, of course.

Q. In the clerical positions, by your scheme, you also admit that the appointments should be made on examination by the Civil Service Commission? —A. That seems to be the logical thing.

Q. In the other classes of appointments, the ten, twenty or thirty administrative and technical positions that are open each year, what is your opinion as to the selection of a particular man for a particular job in that case; do you think that that could be better administered by the Civil Service Commission, or by the deputy minister and his chief clerks in consulation with the council? —A. I think it could be better done in the latter way.

Q. In other words, you have no criticism against the action of the Commission in throwing out the lower positions; you are satisfied with the workings of the Civil Service Commission on clerical appointments, and your opinion is that as to technical appointments they would be better made by the heads of the departments in consultation with the council?—A. I think that would be the better way to do it.

By the Acting Chairman:.

Q. Are you able to say that all the classes which should have been eliminated by the Civil Service Act have been eliminated?—A. Personally, I have no information on that point. I believe Mr. Patterson submitted some evidence upon that particular point.

Mr. PATTERSON: I gave the opinion that I thought there should be a number of other classes exempted, and gave a list of them.

By Mr. Malcolm:

Q. Take the case of these non-competitive examinations; take the case of a lighthouse-keeper, the desirable man is a man of some experience?

WITNESS: Yes.

Q. Under the old regulations a man had to have certain qualifications as to his ability to handle a boat in rough weather. The departments usually send a man out to look over the candidates, whether it is a $100 job or a $500 job; does it make any difference as to the method of his appointment?—A. What is that?

Q. I cite a certain kind of job. Would it make any difference whether it was a $100 job or a $500 job, the method of appointment would not change? —A. I cannot see that the salary in that case would have anything to do with it.

Q. And if it is the sort of job you very often have to look for a man to fill, and you want a good man, it is a difficult thing for a body of men sitting in Ottawa to make an appointment?—A. I would say it was a difficult thing.

Q. The Civil Service Commission would be fairly justified in handing the appointment to the department?—A. It would appear so.

Q. It is pretty hard to say just where the salary limitation might be?—A. A position of that kind is not affected by the salary a man gets.

Q. You gave evidence of some criticism of the Commission for doing that?—A. We would like to be sure that there is the right of appeal if there is a case of injustice or imagined injustice.

Q. Suppose in the riding of any of the members of the Committee there was a small post office to be manned, and after a good deal of discussion and hunting they found a man suitable for it, why should you want to hear the appeal of somebody afterwards who came in and said that if he had known of the job he would have taken it?—A. I did not say that. I think they should satisfy the council that the principles laid down are adhered to. At the same time, it would not involve any great loss of time at all, it would simply show that in the next month he would make the following appointment of a lighthouse keeper, and if there was any suspicion on the part of anybody that it was not fair or just, the council would have the opportunity of criticizing a bad appointment or taking an appeal from it.

Q. One more point; under the administration of the Civil Service Act a preference is given to a returned man, and when a man is able to do the job an additional preference is given to the disabled man; that is not changed at all by the departments taking over these lower appointments; the preference is still given?—A. So far as I know anything about it, it is.

Q. Therefore there has been no injustice done to the returned man by the action of the Civil Service Commission in asking the departments to make the appointment; I am only trying to make certain appointments clear. The returned men will be giving evidence; that portion of the Act still applies, that a returned man shall have the preference?—A. I would think so.

By Mr. Rinfret:

Q. Perhaps you could make this clear, as to what is really meant by the flying squadron?—A. I was going to explain that.

Q. You will come to that later on?—A. It is a scheme for handling the temporary employees in the service. There must necessarily always be a number of temporary employees in the service, because one department may require extra help at a given time, and later on not be so busy.

By the Acting Chairman:

Q. Under six months, is that temporary?—A. I think that is what it is now. I am not criticizing the length of time. It might be two, three, four or six months; I would not like to say how long they would require some extra help, and another department might not require extra help at that time.

By Mr. Rinfret:

Q. Do you have a flying squadron in every department?—A. No, sir. My idea is that this flying squadron would be composed of temporary employees sent to one department for two months say, then sent to another department for three months here and there as required. There would be some measure of steady employment involved, although not guaranteed.

Q. Is it your idea that they be paid all the time?—A. Not paid if they are not working. The idea is that they would be paid by the department where they worked.

Q. They might be laid off two or three weeks?—A. They would not be paid in that case. We would give them as steady employment as possible.

Q. Would you expect to have a reliable group of employees under that system?—A. We would never expect temporary employees to be of the same calibre as permanent employees, otherwise they would be permanent. The passing of an examination would entitle them to that. In waiting for an appointment, they might have temporary employment—and in that way we would have a good many of them. In other departments, they might be reorganizing, the main idea would be that these would be merely a motley group of employees who could be handled in any department for as long as required, instead of issuing an ironclad certificate for six months.

Q. That is only for the inside service?—A. I see difficulties in handling it outside of Ottawa.

Q. Have you a great number of people in Ottawa applying for appointments?—A. For temporary work?

Q. I mean for appointments in the civil service, people living in Ottawa? —A. I could not say as to that. I would imagine there are a number.

Q. This squadron could only be composed very likely of people who were already living in Ottawa; you could not secure anybody living outside who would be willing to come to Ottawa and reside here without any guarantee of a permanent job?—A. That is true; I do not think the flying squadron would be composed of persons who would make a life job of it, it would be composed of people who were waiting for appointments to the service.

Q. Gentlemen-in-waiting?—A. To a certain extent I have a plan outlined here. I thought of just a few suggestions as to how the flying squadron might operate.

"Notes on Flying Squadron

(N.B.—Details would of course be decided by inter-departmental council The following notes are merely suggestions.)

Recruitment:—I. *Examination Positions:*—In following order:—

Group 1. Satisfactory permanent employees laid off from any department through reorganization or necessary reduction of permanent staff.

Group 2. Satisfactory temporary employees who are already members of the squadron (at time of holding regular examinations for permanencies).

Group 3. Successful candidates for permanencies, who are not yet assigned.

Group 4. Candidates who obtained marks over a certain minimum, but who did not come within the number of successful candidates."

If that proved insufficient for the requirements for temporary help, I would suggest a special examination to be held. But I do not think that that would be necessary very often. These of course would have their eligibilities for permanency, to correspond with their general qualifications.

By Mr. Brown:

Q. You have spoken of being able to abolish the eligible list?—A. Preciselev.

Q. Is it your thought that those who have obtained the necessary marks on the examination should be on the flying squadron?—A. I would not like to say that those who have obtained the minimum amount of marks have passed an examination for permanency; they have passed on to a degree that

would qualify them for appointment in these groups, but not that they had passed or were candidates in an examination.

Q. You would not consider any successful except those that come within the numbers required to fill certain vacancies?—A. That is it. I think that is the system we have used here under the 1908 Act, if I am not mistaken.

Q. How would that affect those who desired to enter the civil service and make it a liftetime work; would they be expected to try one examination after another until they succeeded in getting the required number?—A. That would be the only alternative. I came in under that system at the time I entered the civil service. There were thirty vacancies advertised, and only thirty were regarded as successful. The others who came below that were not considered successful.

Q. No matter how many marks they got, the only way would be for the others to write at a subsequent examination?—A. These are all things that will have to be worked out. I do not want to be considered as giving a minute plan; my idea is that it would be more applicable to Ottawa than anywhere else.

Q. There are many times in the City of Toronto where a lot of temporary employees are needed; would it be right to have a flying squadron who would act for Toronto and leave Ottawa alone?—A. In Toronto, most of such positions would be in the post office or the customs. Here we have so many departments to assign from one to another that we would not have that difficulty.

Q. No matter whether there were few or many, there would be an injustice to those living in outside districts, which would complicate matters?—A. I think it would be wiser to limit it to Ottawa. Everybody recognizes that Ottawa is the headquarters.

Q. Don't you think it would be wiser not to have it at all?—A. I would not say that.

By Mr. Rinfret:

Q. Wouldn't it do away with the temporary employees in the service?—A. We have temporary employees.

Q. But their work might be ended; after a certain period, this squadron would consist of certain employees required for a couple of weeks, then laid off, then called back to work for a week or two more; it is a different class of employee altogether?—A. Yes, but as soon as their turn was reached for permanent employment, they would get it.

Q. You would not have any temporary employees except those?—A. That is my scheme for handling permanent employees.

By Mr. Brown:

Q. What is the attitude of the permanent employee towards doing government work that might be required outside of his own department, or is it an absolute cast iron rule on the part of the employees themselves that their work is limited to their own department?—A. You could not consider the employees as being to blame for that at all.

Q. I can see the possibility of one department having very little to do at certain seasons of the year, while another would have too much; do they say: "That is our job and we are not going to do anything else but our job"?—A. There may be some that take that view, but I would not say that there are very many.

By Mr. Chevrier:

Q. Isn't this the answer, that under the civil service law if a man is appointed to the Interior department, no matter in what branch he may be, he

could not go of his own volition to the Department of Trade and Commerce?—A. No.

Q. Even under the present law, if he is working in lands patent branch of the Interior department, and there was very little work going on in the accountant's branch of the Interior department, the deputy minister could not send him in to the accountant's branch because the law is against that; he could not be paid out of the accountant's branch, because he has been assigned to another branch?—A. That could not be done.

Mr. RINFRET: Is it not a fact that there are so many salaries appropriated for that branch that there would be no appropriation for anything else?

By Mr. Parent:

Q. You have no objection to the ladies forming part of that flying squadron?—A. None at all.

Mr. RINFRET: What objections could there be?

Mr. PARENT: None whatever.

Mr. CHEVRIER: Are we through with Mr. House now?

WITNESS: There are three or four functions of the Civil Service Commission that I do not think I mentioned, but which it would be well to have in the evidence. They were touched upon briefly by Mr. Patterson yesterday. We have disposed of the examinations, the holding of examinations and the filling of vacancies for examination positions. There is also the service we mentioned, acting as an employment agency when required, that is, if a department cannot locate a certain man for a position they would consult the Civil Service Commission, and they could select a man. They would act as a registry bureau. Parliament frequently asks for information about the number of civil servants doing this or that and so on, and it is desirable that there should be a registry for such things as that. The councils might require advice in connection with their meetings, as to something or other that they might believe was beyond the powers of the Civil Service Commission, and if there was a representative of the Commission familiar with the Civil Service Act, he could give advice, with the understanding that the department could form its own conclusions. Then the proceedings of the departmental council would also be kept. Speaking generally, the Civil Service Commission, under this plan, would be under the inter-departmental council under the minister of Labour, in a sense, because the inter-departmental council reports to him. Our idea would be that as the Commission is, from our point of view, a recruiting bureau or an employment bureau, all our applicants for the service are obtained there; that is its chief function. It would be best placed under the inter-departmental council, which has a joint personnel in administrative matters.

You will notice the joint superannuation board. I do not think a Superannuation Act has been passed as yet, but when it is passed we would advocate that the administration and supervision be placed in a joint board, which would also be under the administrative council. I do not know that there is anything else that I have not covered.

By Mr. Malcolm:

Q. Why do you think that the administration of the Superannuation Act which is outlined by the minister should be under the jurisdiction of the board? A. You mean under the jurisdiction of the inter-departmental council?

Q. Yes.—A. I think it is a matter of civil service personnel administration, as I understand it.

Q. It seems to me to be just like an insurance act. It is pretty well outlined in the Act as to how it will apply?—A. It is more than an insurance act; it enters

into the problem for example, of reorganization, and reorganization may involve certain superannuation provisions as certain persons may have to be retired from the Service.

Q. Do you not think that the administration of the Superannuation Act is a matter for Parliament rather than a Joint Council?—A. Parliament can scarcely carry out all the work involved in administering the fund.

Q. I do not say that Parliament could carry out the operations of the Act, but Parliament is responsible for any changes in the Act?—A. They would prepare a report for Parliament. Supposing that the Inter-department Council wanted to suggest any changes in the legislation, they would, of course, have to be concurred in by Parliament, but this board coming under the inter-departmental rule could carry out the retirements.

Q. There is a good deal of interest on the part of members with regard to what is called over-manning. Whether it exists or not, I would like to have your opinion. Do you think that the inter-departmental council could make suggestions on efficiency that would do away with any suspicions of over-manning, that would satisfy the public that over-manning had ceased?—A. I think the inter-departmental council would be a very useful means of co-relating the work of the different departments and determining whether any over-manning existed.

Q. You have been in the department for some years—what is your opinion of the departmental work? Do you think it is loaded up with systems that entail a lot of labour, that are not very much good except possibly for the purpose of getting information that members of Parliament may ask for?—A. I can hardly express an opinion. My work does not bring me in contact with that possibly.

Q. I thought you said you were in the statistical branch?—A. Yes, in the Department of Labour, not the Dominion Bureau of Statistics.

Q. The statistical branch of your own department?—A. Yes.

Q. Is there not a difference between government offices and business offices in regard to that kind of work?—A. You mean that you think there is too much complexity of office system, office routine?

Q. I do not think anything about it, but I feel that in a private business you are not interested in a lot of the questions that the departments are asked to answer.—A. You mean as a result of questions asked by members of Parliament?

Q. That it is necessary to have a very complicated system in order to do that?—A. That might possibly be. The questions asked would involve a certain amount of labour in compilation.

Q. If members of Parliament refrained from asking difficult questions for which answers had to be compiled, there would be a great saving in the departments?—A. I cannot say definitely, but I think there would be.

By Mr. Parent:

Q Is there not an accounting branch in every department?—A. I think there is; there is in our department at any rate.

Q. Would it not be better if the accounting system was centralized, would it not save a lot of money?—A. That is a thing that would be worth considering I think. It might be worth while centralizing different branches of the same work. The statistical work might well be centralized.

By the Acting Chairman:

Q. Would not the same thing apply to engineering work?—A. I suppose so.

By Mr. Drummond:

Q. What is your opinion as to your own particular branch being over-manned?—A. I am quite sure that there is not over-manning in the statistical branch in the Department of Labour. We have to work pretty hard.

Q. That has been invariably the evidence given by the witnesses who have appeared?—A. A lot of the witnesses who appear before the Committee may possibly be the most hard-working. I know that the clerks in our branch are kept pretty busy.

By Mr. Simpson:

Q. What hours do they work?—A. The usual hours from nine to five.

Q. With an hour and a half off at noon?—A. Yes.

Q. And Saturday afternoon off?—A. Yes.

Q. And two weeks' holidays?—A. Three weeks.

Q. So that when you figure it all out, you average about five and a half hours a day?—A. Six and a half hours a day.

Q. You are counting Saturday afternoon?—A. We work four hours on Saturdays, from nine until one.

Q. And that goes on five days of the week, thirty-six and a half hours a week.

The ACTING CHAIRMAN: And there are the statutory holidays.

Mr. MALCOLM: The actual working day is six and a half hours.

Mr. CHEVRIER: What is the objection to this?

Mr. SIMPSON: I was simply comparing it with outside business concerns.

WITNESS: It must be remembered on the other hand, that Civil Servants if called upon to work overtime do not get extra remuneration.

By Mr. Drummond:

Q. Are they often called upon to work overtime?—A. I am not aware that they are, but the possibility exists. They would not get extra remuneration, even if they worked every night.

By Mr. Chevrier:

Q. Are you not aware that in some departments, when members of Parliament ask questions—in the Public Works department for instance—are you not aware that it keeps the staff a number of days working at nights, to get the work out?—A. That may be so. Personally, I have not had to work overtime. I have sometimes worked overtime without being asked to do so, because I realized that I had a lot of work to do, and have gone back and done it.

Q. Anybody outside working overtime gets time and a half?—A. In the British Civil Service clerical employees get overtime.

Q. In the British Service they get overtime?—A. Yes.

By Mr. Parent:

Q. Are you aware that the messengers of the House of Commons work nine hours a day?—A. I have no information.

Q. You are not aware that they work those hours?—A. I imagine that life in the House of Commons during the session would be pretty strenuous.

Q. Do you not think it would be fair to give the messengers a higher pay for the hours they put in?—A. It would be a just claim, especially as you would have to face the fact that during several months in the year they would not be working between sessions.

Q. Oh yes, they are employed between sessions; I am referring to the permanent messengers.—A. In that case, I should say they were entitled to extra remuneration.

By Mr. Chevrier:

Q. Most of the civil servants during the session of Parliament have to work overtime on the preparation of the estimates?—A. I believe they do sometimes, but as I say, I have no information.

Q. I thought your statement was categorical, that very few of them work overtime?—A. No, I simply said I was not aware. I was speaking from my own information.

Q. Personally, I am aware of it.—A. I do not wish to contradict you.

The ACTING CHAIRMAN: It is now nearly time to adjourn.

Mr. MALCOLM: Has Mr. House completed his evidence?

WITNESS: I do not think that there is anything more that I have to offer except in the way of answering questions.

Witness retired.

The Committee adjourned until 8 p.m.

EVENING SITTING

FRIDAY, April 13, 1923.

The Committee resumed at 8 p.m., Mr. Brown in the Chair.

Mr. J. A. ELRICK, called and examined.

By the Acting Chairman:

Q. Whom do you represent?—A. The amalgamated Civil Servants of Western Canada.

Q. Have you a memorandum to present to the Committee?—A. I sent copies of letters which I had to the Premier and to each member of the Committee.

Mr. SIMPSON: I think those letters were received; at any rate, I received one.

By Mr. Drummond:

Q. What position do you hold in that organization?—A. I am general secretary.

By Mr. Simpson:

Q. What position do you hold in the civil service?—A. I am a letter carrier in the Winnipeg Post Office.

Q. How long have you been in the service?—A. Since 1906. I propose to read these letters which I anticipated every member had.

By Mr. Chevrier:

Q. Have you any copies of that memorandum?—A. I have none here, Mr. Chevrier; I sent you a copy. I will read this first letter:

"Hon. W. L. Mackenzie King, Esq.,
Prime Minister, Ottawa, Ontario.

Dear Sir;

We have noted the resolution submitted to Parliament suggesting a return to patronage in the civil service, and on behalf of the members of the service which I represent, I beg to say that we regret very much to learn of a member of the government party introducing a proposal for such legislation.

While it can safely be stated that there are anomalies in the effect and operation of the Civil Service Act in its present form, we are satisfied that it constitutes a real basis for the recognition of merit. Much that has been said against its operation has arisen through delay in the final promulgation of a co-ordinate act. The breadth and comprehensiveness of the work placed upon the Civil Service Commission in 1918 has neces-

sitated in our opinion, the making of numberless changes in detail which could only be arrived at in an actual workout, and we believe a virile and meritorious civil service will finally emerge if the principle of the present Act is unimpaired, but care exercised to assure its impartial administration.

Reading in "Hansard" the views you express as to the intentions of the Government, that amendments to the Act in its present form will be made only with a view to make its working more efficient and less cumbersome, we can only express a confidence in the intentions of the Government believing them to be in the interests of the civil service built upon efficiency and merit within the service.

Your respectfully,

J. A. Elrick,
General Secretary, A.C.S. of C.

I intended to bring a copy of Hansard No. 16; I had considerable of the Premier's remarks as contained in that number relative to what I referred to, but I could not obtain a copy here.

By Mr. Chevrier:

Q. I will let you have a copy if it will help you.—A. I really think it is immaterial now. I think most of the honourable members will have their data all ready. That is, I think, about all I have to say regarding the question of patronage. This is another letter sent about the same time regarding the establishment of a Whitley Council. I propose to read this letter, and explain as I go along:

Amalgamated Civil
Servants of Canada

Hon. W. L. Mackenzie King, Esq.,
Prime Minister, Ottawa, Ontario.

Dear Sir:—

Believing it is not the intention of the Government to deal with civil service salary revision this year, and as that question will entail a large amount of careful consideration to achieve anything of a nature satisfactory to the Government and to the service employees, we beg to submit that now is the time to introduce a system of councils composed of representatives of the Government, the departments and the employees, such as the Whitley Councils now functioning in Great Britain, or the similar schemes in use in other countries. Not only could such a council successfully arbitrate salary questions, but many questions concerning working conditions in the service, working out manipulative ideas, co-ordinating and furthering cohesive detail affecting the entire service, and preventing a repetition of questions, dealing with which materially increases the work of administration, could all be dealt with at stated times and satisfactory adjustment arrived at, thus relieving the administrative as well as the manipulative service from a continual correspondence which is generally not decisive nor satisfactory.

In submitting suggestions along the above lines, we respectfully urge consideration of the following as a basic proposal. In the absence of experience in the working of any strictly comparable arrangement for applying the principles of the proposal, same to be considered as a tentative and exploratory scheme, the detail of which would be discovered in the process of actual operation.

APPENDIX No. 5

The establishment of (1) A National Council, (2) Departmental Councils, and (3) District and Office or Works Committees when deemed necessary.

The National council to be composed of a satisfactory number of representatives of the employees and an equal number of administration representatives. Departmental council similarly constituted, and District and Officer or Works committees to be decided upon by the departmental council concerned.

We have not worked it in detail just what we think would be a satisfactory number of representatives, but we believe about, say, in the Post Office department, about eight or nine members will be required. That is, there are distinctly three sections of the service in the Post Office department, the lower mail service and the postal clerks, and letter carriers. Each of these sections we believe, would be required to be represented like a small department. In other departments of the service perhaps only one or two mmbers would fill in nicely, and an equal number of representatives would be appointed by the minister of the department concerned.

"The general objects of the council to be to secure the greatest measure of co-operation between the State in its capacity as employer, and the general body of civil servants in matters affecting the civil service, with a view to increased efficiency in the public service combined with the well-being of those employed; to provide machinery for dealing with grievances, and generally to bring together the experience and different points of view of representatives of the administrative, clerical and manipulative civil service.

"The scope of the National council to comprise all matters which affect the conditions of service of the staff.

"The functions of the National council to include the following: provision of the best means for utilizing the ideas and experience of the staff.

"Means for securing to the staff a greater share in and responsibility for the determination and observance of the conditions under which their duties are carried out.

"Determination of the general principles governing conditions of service, recruitment, hours, promotion, discipline, tenure, remuneration and superannuation.

"The encouragement of the further education of civil servants and their training in higher administration and organization.

"Improvement of office machinery and organization and the provision of opportunities for the full consideration of suggestions by the staff on this subject.

"Proposed legislation so far as it has a bearing upon the position of civil servants in relation to their employment.

"Decisions of the National council to be without prejudice to:

"The overriding authority of parliament and the responsibility of the ministers as such.

"The responsibility of the staff side to its constituent bodies."

These councils which we propose would be distinctly advisory councils, to discuss both sides of the question. Any decision arrived at would be subject to the overriding authority of the minister of the department and Parliament.

"Departmental councils, in addition to the above, to recognize the authority of the National council as the only body competent to deal with general questions."

I understood that Mr. House had proposed something along these lines, and with the idea of assisting in a general understanding of this question, I got in touch with Mr. House and obtained the proposals of the association, and I have gone over them and picked out where I think we could not quite agree with his proposals, and the suggestions for changes which I would like to make which I think would be more agreeable to the members of my association. They propose that regular meetings of the National council should be held every month. Now, we believe that it would not be necessary at times to hold National council meetings oftener than once in three months, but would leave it to the Chairman to call a meeting in a shorter time if necessary, but the meeting not necessarily to be held oftener than once in three months unless questions arise requiring a meeting. At another point, "Publication of Proceedings," "only such statements as are issued under authority of the council shall be published. Copies of these statements shall be furnished to both sides of every departmental council." We wish to add "members of Parliament or other interested parties." Now, we feel that if we give members of Parliament copies of the decisions arrived at by council, that they would be able to continuously follow the work, if interested in the Civil Service Commission, and to keep in close touch with the decisions arrived at, and if there was any suggestion of patronage in any appointment, or any other outside opinion, the decision of the council would bring it out, and the members of Parliament would be advised immediately and would be able to deal with the matter. There is another point I would like to bring in in the National council; the discussion of promotion shall be restricted to the general aspects of the matter and the principles upon which promotions in general should rest. In no circumstances shall individual cases be taken into consideration. It shall be open to the National council to discuss the general principles underlying disciplinary action, but there shall be no discussion of individual cases."

Individual cases would be left entirely to departmental councils, and the National council would only discuss the general principles and general aspects of any question that might come up. This, I am reading from, is a report from the British Whitley Councils scheme, and we agree with some of these provisions of it in regard to the scheme we have discussed, and this is part of it which we are perfectly in agreement with:

> "We have carefully considered the position which may arise should the two sides of the council fail to agree. If the question at issue is one of remuneration and so within the terms of reference of the Civil Service Arbitration Board"—this deals with the arbitration board which we do not propose—"It has been suggested that fixed machinery should be created to deal with other questions on which agreement has not been arrived at and which are outside the board's terms of reference. We feel, however, that it is undesirable to suggest any fixed machinery for the solution of differences as its existence would necessarily impair the influence and authority of the National council. Moreover, these questions will vary considerably in their nature and importance, and will in our judgment call for varying treatment. A way out of a deadlock may in some cases be found by informal consultation between the chairman and the vice-chairman, in others by referring the matter to an informal committee, consisting of the chairman and the vice-chairman and the four secretaries. In other cases, some other solution may be feasible. In view of these considerations we have not thought it necessary or desirable to make specific provision in the constitution of the National council for cases of disagreement, and we are satisfied that the best course will be to leave such cases to be dealt with individually as and when they arise,

and not to attempt to lay down in advance any hard and fast rules. We think that it is neither possible nor desirable to prescribe in detail a form of constitution for the individual administrative departments which differ from one another in size, in organization, and in the nature of the duties they exist to perform. We confine ourselves to indicating in broad outline the principles on which the constitutions of the departmental joint bodies should, in our judgment, be framed, leaving each department free to work out for itself the particular constitution best suited to its own peculiar conditions and requirements."

"As a general rule there should be one departmental council set up in each department. In departments which are large, or which contain interests in a varied or possibly diverse character, more than one departmental council may be necessary; some departments on the other hand are so small that they may not need all the machinery of councils"

"A joint meeting of official representatives and representatives of the staff associations having members employed in the department should be called in each department to decide the number and character of the joint bodies to be set up in the department and to settle their written constitutions. These should then be submitted to the National council for approval. At the same time it is our opinion that the National council should not scrutinize the individual constitution beyond the point necessary to secure that they are in harmony with the Whitley principles, and are, as far as may be, on uniform lines. We think it advisable that substantial amendments of the constitutions should be dealt with along the same lines."

"It is important that the size of the departmental councils should be kept as small as is consistent with efficiency and with the preservation of their representative character. The number of members on each side should be settled by each department and need not be equal or constant. It should be open to each side to vary their representatives."

With Mr. House we differ in regard to the appointment of a chairman and vice-chairman.

"For the first year, the chairman shall be chosen by the official side from their own number, and the vice-chairman by the staff side in a similar way. After the first year the chairmanship and vice-chairmanship shall alternate between the staff side and the official side."

We do not care to press that point. We will be satisfied that the official side should hold the chairmanship, for this reason, that in any discussions or any decisions arrived at, unanimity should prevail. If these councils are going to function satisfactorily they must arrive at unanimous decisions, and there should be no question of a chairman's vote putting a question one way or the other; unless they are unanimous they will fail in the objects they set out to accomplish.

Regarding promotion:

"It shall be within the competence of a departmental council to discuss any promotion in regard to which it is represented by the staff side that the principles of promotion accepted by or with the sanction of the National council have been violated. To ensure satisfactory working of this arrangement steps will have to be taken to acquaint the staff with the nature of the accepted principles of promotion. It has been urged upon us that the wide and early publicity of all vacancies is desirable, but in our opinion this is a matter which will properly fall to

be considered by each departmental council, and we consequently content ourselves with recording the suggestion."

"Discipline:—It shall be within the competence of the departmental council to discuss any case in which disciplinary action has been taken, if it is represented by the staff side that such a course is desirable."

I understand Mr. House proposed curtailment of the Civil Service Commission. Now, we do not altogether see eye to eye with them there. We believe that the Civil Service Commission should continue as they are, their functions and scope should be practically as they are at the present time; but of course any posible way of exercising greater care to be impartial should be taken.

Mr. CHEVRIER: How could the Civil Service Commission continue to function as it functions now if you were to adopt your scheme of councils?—A. In which regard? In regard to promotions or appointments?

Q. In every regard; supposing you take the heading of appointments, promotions, transfers, etc.—A. We would let the Commission proceed as now.

Q. Then there would be nothing left for the councils?—A. Only in case there was any dispute.

Q. If there was any dispute between whom?—A. Between the appointee or between the staff; if the staff considered that influence had been used on the Commission.

By the Acting Chairman:

Q. I understand now that no influence can be brought to bear upon the Commission?—A. There have been appointments made recently since 1918—

Q. Wait a minute; you say there have been appointments made since 1918, am I following out your idea in saying that since 1918 there have been appointments where influence has been brought to bear though the Civil Service Commission had to deal with them?—A. I want to explain that a little; appointments have been made where there was a question raised by the staff.

Q. What kind of question?—A. It seemed the right man had not got the promotion, rather. It was a question by the staff regarding the question of promotion, that the right man did not get it. We could not decide whether it was the Civil Service Commission or the department that was at fault.

Q. How could the department have been at fault if the jurisdiction of the appointments is directly left in the final resort, as it is at present with the Civil Service Commission?—A. The Civil Service Commission will ask the deputies or the department for recommendations, that is they will send out forms, or in the case of the post office they will send forms to the postmaster and ask him to rate a man's efficiency or adaptability for the position. Now, we can see that a postmaster could favour any particular individual in filling out those forms.

Q. On that score has not the Civil Service Commission investigators, because we have been told that these investigators upon receipt of the rating very carefully check over the ratings that have been given?—A. If they feel after very carefully checking it up that the appointment is not a good one, then they go back to the department and investigate, or they report to the Commissioners against making the proposed appointment and against the ratings that have been given. You say that since 1918 there have been appointments that savoured favoritism, notwithstanding this very elaborate system of checking.

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By Mr. McMurray:

Q. What did you do in any of those particular instances?—A. We wrote the Commission and asked for their reasons for making the appointment.

Q. Who are we?—A. Our association.

Q. Your association made representations?—A. Yes, to the Commissioners, and we also wrote to the department, but could get no definite replies, not definite enough to show the reason for the appointment being made.

By Mr. Chevrier:

Q. Let us follow that out, because that is very interesting so far as I am concerned; a number of appointments since 1918 have been made?—A. I would like to qualify that a little by saying I am speaking in general terms, I have one particular case in mind which I would not care to give the name, but I will follow the lines of it replying to your question.

Q. I would be interested to know how this happened that the Civil Service Commission recommended somebody that was not satisfactory to your organization, and that you applied for a reconsideration and you did not get it.—A. Well, of course the Commission could substantiate their position and so could the department by saying that this man was so much more efficient than the other applicant, but that point of length of service and general efficiency and knowledge of the work of the particular office, this man I have in mind, he was taken out of one office and put into another over the heads of local men who were well qualified in the estimation of our members to fill the position, and this outside man was brought in and put in over their heads.

Q. Let me get that, did the man in question get the appointment not withstanding the greater rating that had been given to the one that you have in mind, is that right, or is it the other way?—A. We do not know how they were rated; we could not get to that, but this man who got the appointment would be highly rated from an efficiency point of view.

Q. The man who got the position, was he a man that was higher rated by the department?—A. I believe he was; that was where we would disagree with the department.

Q. You think the department rated him too high?—A. Yes.

Q. And that the Civil Service Commission relying upon their rating generally in your mind had not justifiedly granted this appointment to this individual?—A. That was the point.

Q. And you think if you had the committee to appeal to, the matter would have been—?—A. It would have been sifted to the bottom, and we believe more recognition would have been given to the local men.

Q. Have you in mind a number of other cases of that kind?

By the Acting-Chairman:

Q. Supposing you take that particular question, did you consider that the difference between the two men in question was sufficiently great to make a case of it on your part?—A. We considered it sufficiently great to take it up with both the Commission and the department.

By Mr. McMurray:

Q. It looks like a marked disparity?—A. It looked like a case of a recommendation from somebody higher up.

By Mr. Chevrier:

Q. The Civil Service Commission did not check that up?—A. No.

Q. Have you any other cases of that kind in mind?—A. I might be able to find one or two; generally speaking that is the only one I have in mind. There were several cases of appeals made to the board, and the decision was, we considered, very unfair.

Q. There was no rating in this?—A. No.

Q. Taking up the question of promotions, would you like to have the Civil Service Commission work in conjunction with the councils for promotions?—A. Similarly to how they function now, only that this departmental council, this arbitrative body, would have the power of investigating; they would simply wish to investigate any case that was protested by other members of the staff, by other applicants, and be able to get to the bottom of it.

Q. Would its decision be simply a recommendation or would that have to carry?—A. We would not insist on it carrying, no; it would be advisory throughout; we would hold these councils to be advisory; they would be subject to the overriding authority of the minister of the department.

Q. I understood you to say a moment ago, that you were satisfied to leave these things as they were. Apparently there are some improvements in the system which you would like to carry out; I for one would be very grateful if you would state whether the present system is ample to your satsifaction, or if there are any improvements you would like to see done, and if so, what are they?—A. Regarding the Commission?

Q. Regarding the function of the Commission?—A. Regarding the function, we certainly think there is a lot of waste somewhere; it takes too long to get at a question. There seems to be too much time, too much red tape. We have no definite suggestion to make just at present, but we believe many short cuts could be taken which would be equally satisfactory.

Q. Could you for the benefit of the Committee give briefly what some of those short cuts would be?—A. Well, for instance, we write to the Committee for information, they will refer us to the department, and the department in turn will refer us to somebody else. It is an awful roundabout way; there is need for some central body that could give information concerning any question affecting the service.

Q. I do not want to press this to the extreme, but I would be very happy if, before you leave, you would make any recommendation, if you have any to make, as to how in your estimation there could be a reduction in waste?—A. It would be rather a detailed question to go into; I could not go into it at length.

Q. Do you know the function of advisory boards for the selection of technical or special positions?—A. Yes.

Q. Are you satisfied, is your organization satisfied, with the function of these advisory boards?—A. We have not run up against that question particularly but on general lines we can say positions where an examination does not seem to be satisfactory that expert advice should be called in to decide.

Q. Do you mean expert advice from outside the department altogether, or outside the Commission?—A. If going outside it should be recognized authority, outstanding authority, say of principals of recognized schools or something like that.

Q. What would you say to this, the Civil Service Commission have or are supposed to have examiners and investigators, and if it is to fill a position in the post office, do you think they should go outside and select college professors to fill a position which is very similar to one actually filled in the department, or don't you think it would be much better if they employed the services of some of the employees actually in the departments to fill a position?—A. I cannot imagine anything in the post office that would require expert outside advice: the only thing I could imagine would be in research work, something of a very—

Q. So that after all the advisory boards will not apply very often to the post office?—A. Very seldom—to the post office, practically never.

Q. Are you satisfied with the present mode of appointments into the civil service?—A. Well, I will say I was satisfied.

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Q. We have left now special and technical officers out, because apparently that has nothing to do with the post office; then there comes clerical positions, are you satisfied with the present mode of appointment?—A. I would say we are satisfied with the principles.

Q. If you are satisfied with the principles there must be something that you are not satisfied with, probably the carrying out of details?—A. For instance there is supposed to be what they call the eligible list constructed as the result of examinations held; now, the postmasters or departmental heads, office heads, throughout the country in different departments cannot obtain a copy of that eligible list; they don't know who is the next man eligible for appointment, say in the Vancouver post office. Now, we think that eligible list should be made more public.

Q. What would be the advantage of having the eligible list made public?—A. We would not say make it generally public, but give it to the office heads so that they would have it. But what I mean by that is really, the Civil Service Commission, it is stated, will write to half a dozen different people who are at the head of that list before they come down to one who is eligible; say the first six at the top of the list have secured other employment, and they are not eligible any more, and the Commission will write to those six before they reach one who is available.

Q. I see?—A. It is a waste of time.

Q. How would you suggest keeping that long list of eligibles; for instance, the postal clerks; there is a large number of postal clerks who compete and then you get a list of four of five hundred postal clerks, some of them with efficient marks, and as you go down they become less and less efficient, I mean they have passed nearer to the minimum, and as you go along you are then furnished, if I may use the words, with the dregs of the list, would you advise the revision of the list at stated periods, for instance holding new examinations or continuing the list until the last man on the list has been reached?—A. That question I think would have to be dealt with not on definite lines; I think it would be necessary to probably stop when you reach a certain point or inefficiency is going to get into the service.

Q. Have you any other points which you would suggest, because if you have not, I am going to ask you on some other points, but if you have any other suggestions, any other improvements that you know of, that should be made?—A. I have no other in mind, no. I might find some later.

Q. On promitions you would say that the deputy minister should have nothing to say in making promotions, that that should be left entirely in the hands of the Civil Service Commission and the council?—A. Well, under the present system the postmaster or deputy heads have the rating of a man in regard to adaptability and efficiency.

Q. But it is always subject to being checked by the Civil Service Commission?—A. Yes.

Q. And they have the final word?—A. Yes.

Q. So that it amounts to practically nothing?—A. Well, if everybody is honest, it does have some bearing.

Q. If everybody is honest, then if the deputy minister is honest, as we must presume he is, then there would be no use for the Civil Service Commission to investigate his honest decision?—A. Of course that would naturally follow, yes.

Q. In the question of transfers, would you leave that entirely to the deputy minister, or would you leave it to the deputy minister with the Commission, or the Commission and the councils?—A. Transfer—I don't quite understand that.

Q. Transferring one employee from one department to the other; at present the Civil Service Commission makes the transfer?—A. Yes.

Q. Should the deputy minister have the power to make the transfers?—A. I would say that if there is another department that requires an employee and there is a man particularly adapted to the duties of that position in some other department where he is not needed, I would say that a recommendation from the deputy should carry much weight with the Commission.

Q. Taking up another aspect of the situation, how does your organization stand with reference to the present classification?—A. We really do not know. We understand there has been a certain change made in the reclassification, and we really do not know what the classification is like now; we have not discussed it as an organization.

Q. Did you at any time discuss it?—A. We discussed it when it appeared first, and we discussed the last number of clauses; we recommended reducing the number of positions.

Q. You recommended the reducing of the positions in the classification?—A. Yes.

Q. How long have you been in the service?—A. Sixteen years.

Q. Do you know the divisions of the old 1908 Act in the one, two, three class subdivided into two?—A. Yes.

Q. Then the 1918 division which was a little more elaborate, slightly more?—A. Yes.

Q. How do you find the present classification to compare with the classification under these other two Acts?—A. Generally satisfactory, I think.

Q. It compares satisfactorily?—A. I think so; I have heard not much complaint.

Q. You have just said you recommended the reduction of classes in the present classification?—A. That is when it first appeared; that was the junior clerkships, they were all included under postal clerk, they are now.

Q. I do not want to put words into your mouth; the present classification is divided into a number of small divisions?—A. Yes.

Q. I want to find out if you approve of limiting the service to a small honey combed service, restricting the classes to say 900 to 1,000 and 1,000 to 1,500 or 1,260 in some of these divisions?—A. That would seem to be necessary, because you would have the service over top-heavy, as it were.

Q. How would that be?—A. There would be too many high paid employees.

Q. Now the old division, when they went from 500 to 900, was only one division?—A. Yes.

Q. Now it is divided into a number of divisions. However, you say personally that your organization is satisfied with the present classification?—A. Generally speaking.

Q. The range of salary in the post office employees that you represent is what?—A. They go up to $2,800.

Q. There are no other suggestions that you have to make?—A. I have none in mind now.

Q. Would your councils be applied on the present classification?—A. I think so. I don't see why they should not.

By Mr. Shaw:

Q. Have you informed the Committee as to the number of your membership?—A. No, we have approximately 900 to 1,000 members. They fluctuate.

Q. In what department are they employed?—A. The large number in the post office department, but we have members in several other departments. We have a few in the Customs, and quite a number in the Department of Agriculture; a few in the Mines; and in Indian Affairs one or two.

Q. You have representatives in Ottawa also?—A. Our membership is entirely west.

Q. So that you are a Western organization?—A. Yes.

Q. And I presume then that your membership would be largely made up of the so-called clerical staff, would it?—A. Well, there are letter carriers and postal porters.

Q. We have been classifying them here I think largely as a clerical staff. That is all those engaged, not technical and not manual labourers. Would that embrace in a general way your membership?—A. Yes.

Q. Where does your association stand on the merit question?—A. That is the question of patronage?

Q. The question as to whether or not the merit principle is a proper principle in the service?—A. Oh decidedly so.

Q. You are absolutely solid on that principle?—A. Oh yes, without doubt.

Q. What do you say as to the principle of an independent body, that is independent of any political influence, or partisan influence of any kind, to apply the merit principle?—A. They should be in the best position.

Q. Does your organization stand on that basic principle also?—A. We think that the Civil Service Act has the proper principles and we believe that it can be administered properly by the Civil Service Commission.

Q. Then would I be justified in saying that so far as your organization is concerned you stand solid on those two principles, the merit principle, and an independent body who administer the merit principle?—A. Oh yes, decidedly. That is if impartially administered.

Q. You have spoken about the so-called departmental councils?—A. Yes.

Q. And you desire that they should be organized in the service?—A. Yes.

Q. And that they should be an advisory body?—A. Oh yes decidedly.

Q. I suppose, from your former evidence, your idea is that these departmental councils should be brought into the service, and as experience goes on perhaps developed further.—A. That is an exploratory scheme as far as it has got.

Q. And as a matter of fact it is nothing but an exploratory scheme where it has been tried?—A. Yes, in Great Britain it has reached an advanced stage, but they are still exploring there, because there are great possibilities to it.

Q. And you know as a matter of fact, Mr. Elrick, that in England, the Whitley or departmental council is simply an advisory body as yet.—A. Yes.

Q. And consequently your organization, and I think wisely I may say, suggested it only as an advisory organization?—A. Yes, We cannot conceive of it overriding the minister of the department, usurping an authority; I think it would be misplaced.

Q. How long has your organization been in existence?—A. Since 1918. We broke away from the Eastern Associations in 1918. It is a Western Progressive, so to speak.

Q. I suppose therefore that your organization has had an experience of the operation of the Civil Service Act from its inception up to the present time?—A. Yes.

Q. And as I gather from you, your organization in the light of the experience that you have had, is prepared to say to this Committee that generally speaking it has operated satisfactorily?—A. Generally satisfactorily. Of course there are always occasional cases cropping up where questions are raised, but generally speaking the operation has been satisfactory.

Q. You would not expect an organization to be built up which would function perfect at once?—A. No, we make allowance for that; we feel that there was an immense work placed upon the Commission in 1918, as I touched on in the letter to the Premier, and we feel that considerable time must necessarily

elapse before all the various phases are considered, and put into co-ordination and we feel that this staff council, this National council would help greatly to clarify the situation.

Q. Can you tell me Mr. Elrick, whether or not in the judgment of your association, there is any over-manning in the service?—A. Not to our knowledge. We hear references to a certain office being over-manned, but generally investigation has proved that there is no over-manning. No, we feel that everybody has all he can handle, at times. Of course there are slack times when some could do more, but generally speaking there are times when everybody is busy.

Q. For instance in the post office at Christmas time?—A. Everybody is doing the work of about two people then.

Q. And for a month or two after, there would be probably a slack time?—A. Yes.

By Mr. Simpson:

Q. You say that upon investigation you find they are not over-manned. Investigation by whom?—A. By ourselves. It is not an official investigation. We hear that a certain office is over-staffed. On comparing the staff of that office with some other office, generally we find that there is no over-manning.

Q. You would not consider that any department would upon an investigation by themselves, give an adverse judgment?—A. No, it is for our own information specially.

By Mr. Chevrier:

Q. But honestly speaking?—A. Yes. Everyone thinks the other fellow has a snap, that is about what it amounts to.

By Mr. Shaw:

Q. Is there any overlapping in the service so far as you know, I mean one department doing substantially the same work as another separate department?—A. No, not to my knowledge. Not in our territory.

The Acting Chairman: There might be in Ottawa.

By Mr. Simpson:

Q. As I gather from what you say, you are satisfied with the present conditions except the appointment of an advisory council?—A. That is we believe that an Advisory Council would greatly assist in keeping things running smoothly.

Q. That is the only real objection that you take to the present proceedings?—A. Yes.

By the Acting Chairman:

Q. The kind of council you propose is one that would help to create better working relations between the civil servants themselves, the departments and the Commission?—A. Yes, it would create more confidence; it would give the employees more interest in and more responsibility for the successful operation of the service, and it generally would tend to eliminate any contentious questions, because we would be able to get to the bottom of it, whereas now after a question has been thrashed out as far as we possibly can, there is still a suspicion that there was something we did not get at.

Q. You are quite satisfied that a council whose functions were purely advisory would still be a very useful body?—A. Yes, we are of that opinion.

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By Mr. Chevrier:

Q. Where does your association stand with reference to superannuation? —A. We think there should be a Superannuation Bill introduced and we have made proposals along that line, on a contributory basis.

Q. What about salary revision?—A. We think that is a necessity. We think that should come up before this time next year. We feel that the cost of living is almost static. We had expected it to drop down to pre-war levels, but at the present time it shows an inclination to go up again.

Q. On that score, the classification has fixed the salaries. You said a moment ago that you were satisfied with the classification, by that I gather that you are satisfied with the division of the salaries into so many scales, but you are not satisfied with the salary that attaches to these?—A. No, we are not satisfied with the salary range. Simply the classification is fairly satisfactory but the salary range should be increased.

Q. Meantime you want the bonus to be continued?—A. For the present until the salary revision can be discussed.

By the Acting Chairman:

Q. What are the salaries of letter carriers in Winnipeg?—A. From $1,200 to $1,400.

By Mr. Carmichael:

Q. That would have to be co-ordinated throughout Canada?—A. Yes, through the departments. The Eastern associations are divided into different classes of employees. In the Post Office department, there are three: letter carriers, postal clerks, and railway mail clerks. Our association covers all three.

Q. Are these classes co-ordinated in any way?—A. Yes, we all meet in one meeting place, and we discuss common questions together. The Eastern associations have a kind of central executive body. They meet in central executive. We meet altogether. They meet in their executive, where all our members meet.

Q. I was wondering whether you were advocating something that you are not practicing yourselves; if your organization is entirely independent or if you are amalgamated among yourselves?—A. We are not amalgamated with the East but we are amongst ourselves.

By the Acting Chairman:

Q. You spoke of a National council. Could you indicate in a little more detail just what is in your mind as regards the constitution of the council, that is, as representing for instance the western portions of the Dominions?—A. Our department would be represented as by a special board of employee representatives. I suggested for the post office about nine.

Q. From what district would this nine be taken? All from Ottawa or from representatives all over the Dominion?—A. We would leave that to the employees' association, or to the employees themselves and let them elect by popular ballot who was to be their representative.

Q. I can see a good deal of difficulty in a national organization whose members are scattered all over the Dominion?—A. There would be difficulty, but I am satisfied the employees would meet the difficulty and be able to appoint their representatives. So far as the West is concerned, we received the invitation at the Coast to appear before this Committee and inside of four days it had been discussed from all angles and I was instructed to come down here. We can move up there all right but when it comes to moving around with the East it is slightly a different matter.

By Mr. Carmichael:

Q. The East is too slow to move?—A. I don't know. They look at it the other way.

By Mr. Shaw:

Q. They find it hard to get along?—A. It all depends whom we have to get along with. They seem to have an opinion that way that we are wild.

By Mr. Drummond:

Q. Do you suggest nine from the civil service on the National council?—A. That is from the Post Office department, and other departments in proportion to their sizes.

Q. Would you expect any remuneration for the work they do?—A. We would ask that the salaries be paid at least, but general expenses we will be satisfied for the membership to share.

Q. There are special salaries attaching to membership of this joint council? —A. Oh, no, just leave with pay.

The ACTING CHAIRMAN: That is the suggestion made by Mr. House that they do their work, in popular parlance, in government time.

By Mr. Chevrier:

Q. Do you mean to say that the members of the council would be paid nothing in excess of their ordinary salaries?—A. No, we don't think so.

Q. But they would be paid travelling expenses?—A. Yes, they would have to get other expenses, but the department would give them leave with pay.

Q. Travelling expenses out of the funds of the association, or out of the government, but that is a detail?—A. That is a question that has not been decided.

By the Acting Chairman:

Q. I think you suggested one meeting every three months, and others suggest one a month?—A. We don't agree with that. We don't think it necessary. It might be necessary for a time, but the meeting could be called at the call of the Chairman when necessary.

By Mr. McBride:

Q. You have been in touch with the Post Office department in Vancouver? Have you come down here as representing the Western Section of Canada altogether?—A. Yes.

Q. As their representative?—A. Yes.

By Mr. Chevrier:

Q. Why did you break away from the Wise Men of the East?

The ACTING CHAIRMAN: Too slow, he said.

Mr. CHEVRIER: Why did the Progressives break away form the Wise Men of the East?

Mr. SHAW: Because they were wiser.

Mr. CHEVRIER: That remains to be demonstrated.

WITNESS: There was a serious difficulty in 1918, and the Eastern people accepted a certain board which the West could not agree to.

Q. Why could not the West agree to it?

M. MCMURRAY: Because they did not think it enough.

Mr. CHEVRIER: Was the cost of living higher?

WITNESS: It was not higher, but we had been used to a different scale.

Q. Where was the cost of living higher?—A. According to the "Labour Gazette" the cost of living in Ontario was as high as anywhere.

Q. Was it not that the cost of living was higher in the East than it was in the West, and that you accepted the scale that was not satisfactory to the East?— Am I right or wrong?—A. The East accepted a kind of Parliamentary board to settle their differences, and the West considered that board was not sufficient, and there should have been some satisfactory settlement arrived at before it was settled.

Q. And then you broke away? Was it because of some differences in the rate of remuneration?—A. That was the primary cause of the trouble.

Q. The rate you got was higher than the rate the East got?—A. Up to that time, we had been getting the western allowances.

Q. What was the reason of that allowance?—A. It was always considered that it was worth $15 a month more to have to live in the West.

Mr. DRUMMOND: We think so too.

Mr. CHEVRIER: It was worth $15 to live out there. Perhaps you would offer me very much more than that and I would not go. But that is not the reason why you broke away?—A. It was general conditions. Everyone was feeling the pinch and the East accepted what western members felt they could not accept.

Q. So you got more in the West than we did in the East?—A. We got more in the West than the eastern members. We got an investigation, I don't know what more we got as a result.

Q. So that would be some reason why you are satisfied with the present classification, while the people down here, a number of associations don't approve of it?—A. So far as classification outside of the salary is concerned, it is quite satisfactory, but the salary is not satisfactory.

Mr. CHEVRIER: You are not getting enough to live on in the beautiful western country?

By Mr. Shaw:

Q. You don't get anything now to live out in the West?—A. Not now.

Q. You were getting $180 more as western allowance, and then your eastern representatives apparently agreed that western workers and eastern workers should get exactly the same amount?—A. It was not altogether that.

Q. That was the main cause?—A. Salary was the question at issue to begin the trouble, but when it came to a settlement, they accepted a certain board to discuss grievances and we considered that board was not enough. We had had that before. We broke away and eventually got the Civil Service Commission to come to Winnipeg and conduct on investigation.

Q. In this revision of salary you speak of, you would expect those same conditions to maintain, that the western members would get more?—A. The western allowance question has not crept in yet, but there is beginning to be whispers of it now, and if that salary revision does not begin for two years, there will be a demand for it to be included, but this salary revision we have in mind at the present time is to bring the salary ranges up to the present salary and bonus.

Q. I understand that, but you would still want this difference between East and West as it was some time ago?—A. Not at the present time. We are not anticipating it, but we believe it will come up in the future.

By. Mr. Chevrier:

Q. You say that you want the present salary plus bonus. Do you mean that you want the present bonus as reduced by 75 per cent, or the ordinary bonus?—A. We will get in as much as we can.

Q. I quite appreciate that, but for my own information I would like to know—maybe you are not prepared to say.—A. I can do this. The association are asking for the present bonus and salary condition.

Q. They claim in the East that since the normal cost of living all over the world irrespective of the War, has increased 30 per cent, that that is a normal increase since about fifteen years, that the abnormal cost of living due to the War at one time, as *Labour Gazette* shows, was 123, it may be reduced now to about 60 or 70, so that the abnormal cost of 70, plus the normal cost of 30, will make it 100 per cent.—A. Yes.

Q. I suppose you would claim that, with the hope of getting some?—A. Oh, yes, we feel we should be entitled to that.

Q. But you have not made any arrangement to discuss it and say what increase you would like to get over the salary classification?—A. We submitted a schedule to the Government. We did not altogether believe it would be discussed this year because we understood salary revision would not come up; but we submitted a schedule following along these lines, the present salary plus bonus, plus an amount that would bring the salary up to the multiples of 60. Salary ranges in the civil service classification run around multiples of 60. Salary plus bonus generally speaking goes about $25 over the 60, and in some cases 15, and we ask for 45 to bring it up to the next 60.

By Mr. Drummond:

Q. What percentage would that work out, plus bonus?—A. A. Well, I could not put it down to a percentage. The lower paid classes receive the largest amount of bonus.

The ACTING CHAIRMAN: It would not be the same percentage all round.

By Mr. Chevrier:

Q. There is a large difference. The married people don't get the same bonus as the single people?—A. Only up to $1,200. They get the full amount but over $1,200 it begins to reduce by certain stages.

By Mr. Drummond:

Q. If you have an increase of salary, you would ask for a certain percentage increase?—A. We would not confine it to a strictly percentage basis. We would conform to the principles of classification and allow it to stop at the next multiple of 60.

By Mr. Chevrier:

Q. The classification fixes the present basis of salary. Would you consider that the present classification is proper remuneration, to which you would add a certain percentage, or a certain amount?—A. Well, I would not confine myself strictly to that, because there may be positions which might be decided as being underpaid.

Q. Then I am coming back to this, that the classification is not as good as it should have been.—A. As far as salary ranges are concerned, we are not satisfied with it.

Q. If you are not satisfied with the salaries attached to the position, it necessarily follows that the position has been wrongly classified?—A. We would not go far enough to say that positions are wrongly classified. There might be minor changes to be made, but I think they would not amount to much.

Q. Then you would say the principle in determining the salary is the nature of the work?—A. It was understood to be, and the amount of responsibility.

Q. Well, then, does it not necessarily follow that the dividing as I call them the honeycomb classification was not properly come to?—A. It really amounts

to this. If a member, with influence and the ability to express his complaint before a meeting of members, will carry that meeting to see his point of view, he will probably have them passing a resolution changing the salary range; whereas another member, with just as much of a complaint, but not having the ability to carry the members, would not get his point and would not carry a resolution. That is simply what it amounts to. It is simply a matter of opinion.

Q. In what way?—A. Well, because in discussing a salary range, if a complaint is not well presented it will fail to carry the opinion of the meeting.

Q. What meeting?—A. The meeting of an organisation.

Mr. CHEVRIER: I think I am too far afield on that.

Mr. SHAW: I think your organisations have prepared schedules showing the amount of salaries you are asking for.

WITNESS: Yes, and substantially, that is what it amounts to. Present salary, plus bonus, plus enough to bring it to the next multiple of 60.

By Mr. Chevrier:

Q. I don't quite understand that because you say plus bonus, plus a certain amount. Would it not be better to say present salary, plus a certain amount, leaving the bonus out altogether? Because, so far as I am concerned, I am not prepared to admit that the bonus was granted in any justifiable manner. It was a sort of slapdash bonus.—A. The general arrangement when any salary revision is introduced is that it is discussed with the department or the Government, and naturally any figures submitted would be changed to some extent.

Q. If you say, that the revision of salary will mean the present salary, plus bonus, plus a fixed amount, then you are not following out the principle of equal pay for equal work.—A. Well, no, it was not really submitted with any such intention. It was simply to bring the question up with the idea that it would be discussed and amended later.

Q. That is the reason why I want a clear-cut statement as to what the organizations want, and I think, if you leave out "plus bonus" to my mind you would be getting much nearer the truth, because, as I understand it, everybody was dissatisfied with the amount of bonus. Some thought they did not get enough, and the unmarried classes who got nothing, thought they should get the same, because they say "equal pay for equal work," and the cost of living is the same for every person.—A. As an addition to that representation, we alsho submitted a case for the single employee, that their remuneration should be raised to the same as the married—equal pay for equal work.

Mr. CHEVRIER: Because a man is not married and does the same work as a married man, it does not follow that his remuneration should be less because he is in the service. Outside, if a stone mason has a family of six, and gets $7 a day, the bachelor gets the same rate of pay, and I have never seen why that principle is not carried out.

Mr. SHAW: They ought to be taxed.

Mr. CHEVRIER: Tax him if you like, but he ought to be paid.

The ACTING CHAIRMAN: He is taxed on his income.

WITNESS: If that question is considered, I would like to incorporate a letter that has been written, and if the committee sits again, I would like to submit that letter.

The ACTING CHAIRMAN: It can be sent to the clerk for incorporation.

Mr. CHEVRIER: It would be interesting when the question comes up next year and we could refer to the evidence.

WITNESS: We certainly are anxious that single employees should be paid the same as the married. They are doing the same work.

By Mr. McBride:

Q. Are there any more witnesses coming from the West? I think we should have some more.—A. There would have been more, but we understood the invitation to be at our own expense, and we could not afford to send more.

By Mr. Chevrier:

Q. What other organizations are there in the West?—A. The letter carriers of the East have a few members in the West, and also the postal clerks.

Q. What about the Dominion Postal Clerks Association?—A. They have few of their members.

Q. What about the Dominion Customs Officers?—A. We have one or two customs men in Vancouver, but the Dominion Customs Association covers that branch.

Q. You claim to represent the Dominion Customs Officers of Vancouver?—A. Not all of them, only one or two. It is a mixed-up affair, so we don't generally see them.

Q. What about the Dominion Postal Clerks Association?—A. They have a few members in the West also.

Q. Does your Association cover them?—A. About one-third of our members are postal clerks, and letter carriers represent about one-third more, and the remaining one-third others.

Q. What about the Canadian Federation of Letter Carriers?—A. The Federated Association of Letter Carriers is an Eastern organization, that is one of the organizations we broke away from, also the Postal Clerks Association.

Q. The Rural Mail Service?—A. They cover from coast to coast.

Q .What are the other associations in the West besides yours?—A. The Rural Mail Clerks Association go through and then there are postal clerks represented by the Eastern Association, there are letter carriers and other departments.

Q. We have got those on the list to be called, but what Western organization is there?—A. There is no other distinctly Western organization.

Q. There is no other Western association but yours?—A. No.

By Mr. McBride:

Q. This gentleman gives such good evidence I think we should have some more from there.

Mr. CHEVRIER: Where are you going to get them, if there are no organizations? On the sub-committee we worked this out understanding that the Dominion Customs Officers represented all the Customs officers throughout Canada, the same with all the other organizations I have mentioned, and proceeding by eliminations we came to the Amalgamated Civil Service Association of Canada, with headquarters at New Westminster, representing all the civil servants in the West that were not represented by these other associations who have offices in Ottawa. If we have overlooked any and any members want to call them, all right.

WITNESS: New Westminster is one of our branches, I occupy the position of General Secretary of the whole organization. There was a Dr. Chester, of New Westminster, who was appointed to come along with me, but he withdrew at the last moment.

Q. But there are no other associations from the West we could call?—A. No.

The ACTING CHAIRMAN: The probability is that Mr. Elrick has represented the views of the people of the West. They are not very anxious to make any further representation, or they would have made it known. Has the sub-committee any more witnesses for this evening?

APPENDIX No. 5

The SECRETARY: No, Mr. O'Connor was to be here to-night, but he cannot come.

By Mr. Carmichael:

Q. Just another question on that National council which you propose. How many members do you say your association would advise to go on that council? —A. The least possible number that would get a thorough understanding of the work of the department and the detail. I would suggest about nine from the Post Office department, three from each branch of the service. Some of the other departments might require fewer, but I believe most departments, as a whole, would require about three.

Q. And the object of this National council would be to hear all causes of dispute among civil servants, or between civil servants and the employer?—A. Yes.

Q. Did your executive ever consider what a tremendous amount of travel and expense that National council might be put to?—A. Well, we proposed that the National council should not meet oftener than once in three months. If necessary, the chairman could call a meeting in shorter time.

Q. But with 55,000 employees, if they only meet once in three months, their meeting would last almost three months.—A. Not necessarily, because we would confine the National council to only general questions. The Departmental councils could handle questions within their departments, but the National council would simply deal with questions affecting two or more departments, or affecting the whole, and I would not anticipate that the quarterly meeting would last more than two or three days.

By the Acting Chairman:

Q. But the departmental councils would almost necessarily be composed of those residing here? You could not run a departmental council embracing people from all over Canada?—A. They should have representatives of the different points from which questions have arisen.

Q. Do you think one would be sufficient from each place?—A. I hardly think one would be sufficient, of course it might be found that it will. I think more than one would be necessary. The Whitley Council of Great Britain was composed of 54 members covering the whole Service, the Post Office alone in Great Britain was composed of 34 members, I think, but as I said before, it is largely an experimental scheme so far as it goes, and it would work out its own details in actual operation. This is the closing paragraph:

"The above briefly outlines the main features only. A constitution and order of procedure would of necessity have to be constructed at the outset and an amicable understanding arrived at regarding the number of representatives necessary to properly bring into the discussion an intimate knowledge of the work and requirements and each department, and the service as a whole, and as considerable time would be required to competently deal with the various phases of what can be made a simple but comprehensive and useful arbitrative body, we wish to urge its early and favourable consideration so that its usefulness may be tested in salary revision discussions.

"In addition to the above, in consideration of a vital and intimate relation between the Civil Service Commission and the welfare of the civil service employees, and with a view to furthering the confidence of the service employees in the Commission, we respectfully request that the service be given representation on the Commission by being permitted to nominate one or two additional Commissioners. These suggestions we beg to submit for your approval and for the favourable consideration of the Parliamentary Committee investigating the Civil Service Act."

Mr. McBRIDE: I move we adjourn.

Mr. CHEVRIER: I understand the G.W.V.A., Returned Soldiers' Association, would like to be heard. Then there is the Amputation Service of Toronto want to be heard, and they will be short. The G.W.V.A. will be very short, and then there is the Halcyon Club, and I understand the Dominion Customs Officers of Hamilton. Mr. Colvin is to be here on Monday, and the Dominion Public Works Federation of Toronto. This I think will be rather short, and if we sit twice on Monday, I think probably we will be able to wipe it out.

The ACTING CHAIRMAN: The Committee adjourns until Monday, April 16, at 10 a.m.

MONDAY, April 16, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 o'clock a.m., Mr. Malcolm, the Chairman, presiding.

Mr. J. A. ELRICK recalled.

The CHAIRMAN: I understand that Mr. Elrick desires to be called again this morning for a few moments. I think he wishes to present a report of some kind.

WITNESS: I want to put in a letter.

Letter filed.

" Winnipeg, Man.
March 2, 1923.

Honourable W. L. MACKENZIE KING, Esq.,
Prime Minister,
Ottawa, Ont.

Dear Sir,—

Supplementary to our representations regarding salary revision. I have been pressed from all points to emphasize that we deplore the discrimination against single employees which obtains under the provisions of the cost of living bonus.

As an economic measure there is an argument in its favour insofar that it cuts expenditure, but from the standpoint of equal pay for equal work it is, to say the least, inapplicable. There are single employees in the service who are amongst the most efficient.

From a citizenship point of view we beg to submit that single men in many instances are responsible for the maintenance of father or mother, in some cases sisters or brothers; some of these we admit have been granted head of household bonus on application, but many have not, and in consequence there is real hardship entailed. Under present conditions, it is necessary for a man to accumulate enough savings to set up a home before he gets married, he cannot do it after, and if he is to receive only sufficient to maintain himself in comfort, the State is going to lose in its single employees remaining single; they cannot afford to marry. The depreciated purchasing value of the dollar has been so marked in the past few years that even the younger set estimate the cost before embarking on a new venture.

" In view of these briefly stated points, and in fairness to single civil servants who, as a class, give quite as efficient and useful service as married civil servants, or either married or single employees in other services, we beg to urge that whether the bonus is to be continued or salary revi-

sion dealt with, the single employees receive more generous considera tion to the extent of equal pay for equal work.

Your very respectfully,

(Sgd.) J. A. ELRICK
General Secretary."

By the Chairman:

Q. Is there any further evidence that you desire to give?—A. I do not think there is anything else.

WITNESS retired.

The CHAIRMAN: The witness this morning is Mr. Hodgson, of the Amputation Society.

Mr. R. HODGSON called, sworn and examined.

By the Chairman:

Q. Your name is—A. Ralph Hodgson.

Q. You are an officer of the Amputation Society?—A. President of the Amputation Society, Ottawa Branch.

By Mr. Martell:

Q. What are the duties of the Amputation Society?—A. To look after our amputated men and women of the great war.

By the Chairman:

Q. Are you prepared to make a statement, or do you wish to be examined? —A. I was asked to appear before the Committee by your secretary. We have not had very much time to collect information, but if we are examined by way of questions, we think we will be able to answer in such a way as to put the case of the amputations more fully before the Committee than it has ever been presented before. We ask for permanency for all amputation cases. We have had some trouble in the past in connection with amputation cases. Amputation cases have been discriminated against somewhat by the various government departments, particularly in the way of laying off of amputation cases. We had a case last week in the Militia and Defence department, where an amputation case was let out as a temporary civil servant. Through a protest by this association, he has been reinstated for three months. Amputation cases are one hundred per cent disability on the labour market. Labour does not require the work of amputation cases for the simple reason that they cannot do the work that able-bodied men can do. We would also like to request that the recommendations as made by the Parliamentary Committee of last session, in paragraph 15 of their report be strictly enforced, in that disability cases be given preference in the various government departments.

By Hon. Mr. Marcil:

Q. What is your membership?—Our membership in Ottawa is 65. In the Dominion we have a membership of 2,300.

Q. They are mostly all men, I suppose?—A. They are mostly all men with the exception of one case.

Q. Those 65 are all employed by the Government?—A. Not all.

Q. What proportion?—A. The proportion of the 65 employed by the Government would run about 90 per cent.

Q. They are still in the service in Ottawa?—A. They are still in the service in Ottawa. Very few are permanent.

Q. Their work is of various kinds?—A. Their work is of various kinds, clerical, caretakers, elevator operators, and men in various mechanical departments of the Government.

By the Chairman:

Q. You stated you did not feel the amputation cases had been given fair treatment?—A. The Civil Service Commission, I understand, grants preference to amputation cases in elevator positions. We find in taking the list of amputations employed in the elevator service in the Government that a total of eight, of whom four are temporary servants, were laid off during the non-sitting of the House. The remaining four are permanent on the elevator staff.

By Mr. Chevrier:

Q. You say that all through the Civil Service in Ottawa there are only eight men in the amputation class that are in the elevator service?—A. On the elevator service.

Q. When did those go on?—A. They have been placed in these positions since 1918.

Q. Now what class of men does your Society look after, the very badly crippled class of men, or anybody who falls under that classification? First of all, what is the Amputation Society?—A. The Amputation Society is a society for amputation in the war, for the men having major amputations only.

Q. What does that mean?—A. That means the four fingers and thumb on one hand, or the amputation cases of the foot at the ankle; 40 per cent disability.

Q. Of one hand or of one foot?—A. Yes.

Q. You say there are 65 of these major cases?—A. Yes.

Q. Personally I would like to see every one of these men treated according to what they deserve. They deserve considerable attention and consideration, but if your Association did not get more men on to the elevator staff, can you say whether it is due to discrimination, or whether it is due to the fact that through these very painful and serious amputations their physical capacity is handicapped to such a degree as not to be able to perform the work of elevator men.—A. It has been proven in the men we have in the elevator positions today, that the amputation cases are those who handle approximately the hardest elevators in the elevator service. The easiest elevators in the service are the elevators in the House. The Daly building and the Post Office are the hardest in the service, and men have been on those jobs two and three years without a stop. It is proven that the handling of elevators is not a handicap for amputation cases.

By Mr. Martell:

Q. Can you tell me how many disabled men are on the other elevators in the city?—A. On the list we find 42, I think.

Q. Disabled, wounded; they have some disability?—A. They have some disability.

By Mr. Brown:

Q. These are not elevator men?—A. Yes.

Q. Out of a total number of what?—A. I think there are only about 83 or 84 altogether.

Q. 83 or 84 what?—A. Elevator operators throughout the government service.

APPENDIX No. 5

By Mr. Martell:

Q. Of these 83 elevator operators, 42 of whom are returned soldiers with disability, that includes your leg amputation cases?—A. Yes.

Q. How many of these men have been on as elevator men for some years prior to 1918?—A. That is the soldier?

Q. Men who are not soldiers?—A. Apart from the time the Government operated its first elevator.

Q. You would not expect that these men would be dismissed.—A. No, sir, but quite a few of these men come beneath the age provision. Quite a few operators in the service are past the age of 65.

Q. Is that the Superannuation Act?—A. That is the Superannuation Act.

Q. Until such time as these men are ready to retire, when there is no superannuation for them, you would not expect they should be dismissed if they have been good and faithful servants?—A. No, sir, but we find temporary amputation cases have been let off the elevator service at various times, and being replaced by men who were labourers in the Public Works department.

By Mr. Chevrier:

Q. Could you get a list of that?—A. I had one case here, I have not his name at the present time. I wrote to the Prime Minister Mr. King, about it, and he stated these cases had been let off for merely temporary elevator service, for the session only, and have not been discriminated against, yet we find they are bringing them from the Department of Public Works, and laying these men off.

Q. Have you got a list of these cases?—A. I think I have one case here, perhaps two.

Q. I would like if you could find that out for Ottawa. I would like for the other districts too, but I am particularly interested in Ottawa. Have you any specific charges to make as to why these cases—why you have not more amputation cases on these elevators?—A. Well, that is hard to say—

Q. What I want to find out is, do you think it is a case of influence, or of any discrimination on the part of the Civil Service Commission, or is it simply because they cannot put them in because there is no vacancy?—A. I would think myself from following up another case from Toronto, it would appear that the Civil Service Commission records are not being kept properly of disabled men. Now, to bring it up here,—in the report of the Dominion Federation held in Vancouver, the Vancouver Amputation Association, two cases were brought to light whereby amputation cases were being granted positions in the Post Office department.

Q. You say this may be the result of the fact that the civil service does not keep sufficient record of amputation cases?—A. Yes.

Q. You are going to give evidence of the fact that the Civil Service Commission does not keep a proper record, because I want that allegation to be taken down?—A. Yes.

Q. What you are going to say is that the Civil Service does not keep it? —A. Yes.

By Mr. Brown:

Q. Is the appointment of these men based on an examination of any kind? —A. Both oral and written. Of the four we have one oral and three with written examinations.

By Mr. Martell:

Q. Since the Act came into force, can you point to any specific instance where a returned soldier has not received the preference, I do not mean neces-

sarily the amputation cases, but a disabled returned soldier, where there have been vacancies. Can you say there have been instances where they have refused to appoint a returned soldier where there was a vacancy in an elevator position?—A. You see we deal only with amputation cases.

Q. When you are pressing for amputation cases you cannot say where the amputation case did not get the position, that another disabled soldier did not get it?—A. No sir.

Q. The only thing you know is that the amputation case did not get it?—A. No. sir.

Q. The other man who got it might have been a disabled soldier?—A. In the case I mentioned, he would be, but in the case you ask for I can prove that it was not a disabled soldier but a returned soldier without disability, who received the position, where an amputation case was let off. That was the case you wanted me to look into.

By Mr. Chevrier:

Q. There are other factors that enter into the question; you will appreciate that it was not a case of lack of qualifications?—A. I beg your pardon?

Q. It was not because he did not have any experience?—A. No; he had been employed as an elevator operator for two years. I can let you have the name; I will let the secretary have the name later on. It was a case where a temporary elevator operator was let off; his name was Carrier, a leg amputation case. He was replaced by a man out of the Public Works department. from the Labouring section, by the name of Gasparrie—I am not just sure of his name.

By the Chairman:

Q. The man who replaced him was a returned man?—A. No, sir, he was not a returned man; he was a man 63 or 64 years of age.

By Mr. Martell:

Q. Was he already in the employ of the Government?—A. Yes, sir, in the Public Works department.

By Mr. Shaw:

Q. When did that take place?—A. About the end of last session.

By the Chairman:

Q. What was the reason he was let off and replaced by a man from the Public Works department?—A. The only reason given was that it was merely a sessional elevator appointment.

By Mr. Chevrier:

Q. I want to see if we can straighten these things out. The position of elevator man is still under the jurisdiction of the Civil Service Commission? —A. Yes, sir.

Q. The appointment to the position is under the Civil Service Commission? —A. Yes, sir.

Q. But the need for the filling up of any of these positions is left with the department?—A. Yes, sir.

Q. What was the name of the man you mentioned?—A. His name was Carrier.

Q. Carrier was an amputation case?—A. Yes, sir.

Q. He was in charge of a sessional elevator?—A. Yes, he was in charge of a sessional elevator.

Q. When the time comes for the session to conclude, or when the work is finished, these men are laid off?—A. Yes.

Q. You say another man from the Public Works department was put on?—A. Yes, sir.

Q. Would that be a case where, the session being over and the work decreasing, the department would return to its own staff?—A. Yes, sir.

Q. Was Gasparrie there before?—A. No, he was never known to have been operating an elevator while in the service.

Q. Who operated the elevator before Carrier got it?—A. I don't know. Mr. Smith, the superintendent, did not have places for all these men when they came back.

By an Hon. Member:

Q. What was the status of the man who was in the Public Works department?—A. He was a labourer.

By Mr. Chevrier:

Q. Was he on the permanent staff?—A. Yes, sir, he was on the permanent staff.

Q. Had he been a civil servant for a number of years?—A. Yes.

By Mr. Garland:

Q. Is there any work to-day on the elevator?—A. Yes; he is running an elevator.

Q. Why was the one man let off, was the elevator not running?—A. On account of the closing down of the staff, which decreases at the end of the session of the House.

Q. I understand there are certain elevators in the House of Commons that when the House is closed cease running?—A. Yes.

Q. Was he on one of those elevators?—A. I don't think he was.

Q. During the sessions of the House they transfer elevator men from various buildings?—A. Yes.

Q. And after the session is over, they transfer them back again?—A. This man went on to the elevator Carrier was on.

Q. I understand that if he happened to be on one of those temporary elevators, there would be no work for him?—A. That is correct.

By Mr. Chevrier:

Q. I suppose the fact that it was done in this way was that after the shifting around by the close of the sessional work the department had to hand back this work to its permanent employees?—A. Yes.

Q. I appreciate your standpoint, but if Carrier had been in a permanent position, and not a sessional employee, your case would be very much stronger? A. It would, except that we are having a lot of trouble with the superintendent of the elevators, who is against the members of our association. At the request of the vice-president of this association, this case was to be held over for a few days until we could see the minister of the department.

By Mr. Garland:

Q. Who is the superintendent?—A. The superintendent is Mr. Smith, of the Public Works department. Mr. James explained to him how much more important the amputation cases were, that they were hampered more, and Mr. Smith's statement to him was "Yes, an amputation case is a handicap to a man because he cannot oil or repair his own car," and therefore he could not carry him over until he saw the minister.

Mr. CHEVRIER: I appreciate that it is an unfortunate and a very difficult position.

By Mr. Brown:

Q. To what extent is that statement true, that a man cannot oil or repair his own car?—A. It is a true statement. An amputation case cannot be expected to stand up on top of a car and oil or repair it. We very seldom find in outside concerns where the operator of an elevator is expected to oil and repair his own machine.

By the Chairman:

Q. Mr. Smith believes in the operator taking charge of his own car?—A. Absolutely.

By Mr. Chevrier:

Q. Have you any other place where it would be easier to put an amputation case than in the operation of an elevator; it is a very risky position, is it not?—A. In the Government service?

Q. Yes?—A. An amputation case can fill in almost any place; they can take the position of caretaker, night watchman, elevator man, and so on. Those positions can be filled satisfactorily by amputation cases.

Q. Watchmen and caretakers are still under the operation of the Civil Service Commission?—A. Yes.

Q. Do you mean to say that in this case the Civil Service Commission has not given them due consideration, or that they have discriminated against the employment of these men?—A. I would not say that. We have had very little trouble here with our cases. Toronto has much more trouble along that line.

Q. Due to what?—A. A larger number of amputation cases in Toronto than in Ottawa.

Q. Who is responsible for not placing those amputation cases in night watchmen or caretakers' positions?—A. I would lay the blame to some extent perhaps at the door of the Civil Service Commission.

Q. The application says that the man must swear that he is physically fit for the position he is seeking?—A. Yes, sir.

Q. He may think he is fit; I understand there is an inspector on the Civil Service Commission who verifies the exactitude of these allegations; is it not left to the fairness, which I have no reason to doubt, of the representative of the Civil Service Commission and the man in each case to say who is fit; the soldier says he is fit for the position, but the inspector says he is not fit probably for that position; what remedy would you suggest in that case?—A. I would suggest that the man be given a chance to prove that he is either fit or unfit for the position. It must be proven that a man is not fit for the position first, before he is claimed to be unfit.

Q. It is a question of discretion or rather judgment?—A. Yes.

A. As to whether the Civil Service Commission thinks this man is or is not physically fit for the position for which the soldier applied?—A. Yes.

Q. Do you think it is because of too high a standard of physical fitness demanded that the amputation cases do not get these positions?—A. Yes, I should think so.

By the Chairman:

Q. Bearing in mind the fact that the Act calls for a preference for disability cases, you assert that a man who has had a leg amputated should be given an opportunity to prove his fitness?—A. Yes.

Q. Do you not admit that if that were followed out, every other style of disability could advance the same argument?—A. Yes.

Q. Do you not think that that system would lead to a tremendous lot of dissatisfaction, shall I say, if they were proven not to be able to fill these positions?—A. I should not think so, sir, if the man has a disability, whether it be an amputation or an internal disability.

Q. Do you not think that it is a very difficult matter to allow a man to be the judge of his own condition?—A. It might be.

Q. If you had some sort of an appeal to a further inspection board as to his disability, it might be better?—A. That might be better.

Q. Your society represents one class of disability?—A. Yes, sir.

Q. Therefore any preference that was given by the Civil Service Commission might have to be extended to cases of sight disability or hearing disability?—A. Yes.

Q. And if the Commission allowed a disability case of amputation to prove that he was all right, they might have to allow an eye disability case to prove that he was right also, and an examiner might be criticised very much unless that was done, that is, the examiner would be criticised?—A. We find in the most difficult amputation cases that an examination is of immediate benefit to the S.C.R. man.

Q. What would you suggest in the way of a remedy for the present state of affairs; would you care to have, or would you agree that a medical officer should examine into the qualifications?—A. I think so.

Q. You would be satisfied with that?—A. We would be satisfied with that.

By Mr. Brown:

Q. You would not hold that amputation cases must in all cases have preference over certain other disabilities?—A. No, sir. What, as an Association we ask for is a preference for amputation cases, we realize that other disabilities are in the same position as ours are. We merely have these disabilities, and we ask for preference for them.

By Mr. Shaw:

Q. Have you had your attention brought to the cases mentioned by the Chairman here, of disabled soldiers being appointed to positions as boatmen?

The CHAIRMAN: I mentioned an amputation case.

By Mr. Shaw:

Q. A recommendation was made by the Commission or by the department of a man who stated in his application that he was able to take such a position, and the applicant lost his life in a storm by reason of his inability to handle a boat?—A. Quite so.

Q. Have you heard of that case?—A. I have just seen it in the paper.

By the Chairman:

Q. The point comes in, in some cases, where it would seem to be a kindness to a returned man to refuse such an application; the case Mr. Shaw cites is a very good example of where the Commission erred on the side of kindness towards an amputation case. Under the old regulations it was necessary for a man in order to be a lighthouse keeper to be able to handle a boat in stormy weather; the local opinion of the case was that the man was not able to handle a boat in stormy weather, and that he should have been given some other kind of position. However, the inspector recommended him for the position, and I believe erred on the side of leniency towards an amputation case. The result was that the boy lost his life in a storm; he was not able to handle a boat.

There is that side to it, you must admit?—A. Yes, sir, but that would be an extreme case, one case in 3,600; that would be the only case of a lighthouse keeper losing his life.

Q. No, it is not, I have another in mind.—A. A member of our Association?

Q. No, not a member of your Association. This particular boy did not have the qualifications of a sailor, and they should have given him another amputation job.

By Mr. Chevrier:

Q. Now, you were going to say something about artificial limbs?—A. We have a limb factory in the City of Toronto which is turning out all government limbs, on which twenty-six amputation cases are working. Their work consists of using the mechanical saws, using various appliances which would perhaps look dangerous.

Q. You say the limb factory, that is under the supervision of whom?—A. The D.S.C.R.

Q. The appointments to those positions are in the hands of whom?—A. Under the minister.

Q. It is not under the Civil Service Commission?—A. No. We find men who are handling tools which to the ordinary man would look dangerous, yet we have twenty-six men down there who are carrying out work at all times satisfactory without an accident. We find in going through the factory men carving limbs with one arm or one leg; we find men making arms, wearing artificial appliances, and using the big saw. We never heard of an accident to these men; and that is perhaps as dangerous a job as they have in the service, and yet those men are carrying out their duties day by day without an accident and giving satisfaction in that particular line of work.

Q. Do you cite that as a rebuttal for the dangerous work of the operation of elevators?—A. I would sir, with the exception I cannot see why it is necessary for the elevator operators to repair and oil their own cars. Of course that is under the Public Works.

By Mr. Brown:

Q. That has been the custom in the past?—A. Yes.

Q. The custom in other institutions?—A. I do not think so.

Q. Do you know?—A. In the City of Toronto I can cite the case of the Trusts and Guarantee Building, the old Manufacturers Life Building, the Dominion Bank Building, the C.P.R. offices.

Mr. MARTELL: This does not affect the Civil Service Commission in any way. The Civil Service Commission is only responsible for the appointment, and the witness cannot show any specific instance where the Civil Service Commission has turned their men down. I think that is a matter their society should fight out with the Minister of Public Works.

The CHAIRMAN: You are right, but at the same time it is not very far afield to admit that the witness's claim is based on a ruling of the engineer in charge of the operators, and its through that ruling that he claims his members are not allowed to operate elevators. The question of whether or not the superintendent should insist on operators looking after the mechanical parts of their elevators is one we cannot settle, but after all, it is the only real complaint the witness has.

Mr. DRUMMOND: Is oiling looked upon as a mechanical operation?

The CHAIRMAN: I suppose the whole operation of the elevator, the keeping it in order, is mechanical.

By Mr. Chevrier:

Q. Who says whether the man is qualified to operate the elevator? Does the superintendent of elevators say anything about it, after the Civil Service Commission has passed upon the appointment or the appointment has been made? —A. After the appointment has been made of a temporary man or a permanent man?

Q. For a permanent or temporary man?—A. We are having very little trouble with the permanent men.

Q. If a temporary man goes into the service and gives satisfaction then he may become permanent?—A. Yes.

Q. That is because his disability is not so great as to prevent him from doing the work; but it is in the case of a temporary man—have you any suggestion to make as to who should say whether the man is sufficiently capable of doing the work? A medical officer may say I think this man is 40 or 50 per cent disabled, but if a superintendent of elevators, who is a mechanic and knows his job, says "I think this man by reason of his right hand being cut off or his left leg being cut off, or of other disabilities in my estimation is unable to do the work satisfactorily," what then? I think you would have to have a Board of some kind.—A. If the elevator operator had been attending to his duties faithfully to the satisfaction of the employees of that particular building, then it would be hard for the superintendent to say he is not qualified to hold the position. I think there would have to be a board.

Q. I would not leave it to a doctor or superintendent alone?—A. No, I don't think so; I think there would have to be a board.

The CHAIRMAN: You know the satisfaction of the employee in that particular is only one side, and there is also the factor as to the care of the machine he operates. The question of the care of the machine is what the superintendent is interested in.

By Mr. Chevrier:

Q. You say there are caretakers and watchmen, are there any cases of amputation that have applied to the Civil Service Commission for the position of caretaker or watchman, and where they have been turned down?—A. Here in Ottawa, no sir.

Q. Are there any places else in Canada where they have been turned down? —A. That is a question that is hard to answer. As I stated when I came here I was only asked to appear here on Saturday at a quarter to one, and consequently I have not had time to get in touch with the various branches throughout the Dominion to lay their complaints before the Committee.

By Mr. Martell:

Q. Have you a position in the civil service?—A. Yes.

Q. What is it?—A. Clerk in the Militia and Defence department.

By Mr. Chevrier:

Q. You say you have not heard in Ottawa; have you any hazy knowledge that it has happened in Toronto or in Montreal or Quebec or Hamilton that applications for watchmen by amputated cases have been turned down?—A. No sir, I have not.

Q. Are there any other positions under the jurisdiction of the civil service that amputated men could well handle?—A. Clerical line.

Q. Let us take up the clerical line; let us see if you have any grievances in the clerical line?—A. In the clerical line we had one man named Ruddy who was let out of the Militia and Defence at the end of last month, an amputation case of 65 per cent disability.

Q. What was the amputation?—A. Leg amputation.

By Mr. Chevrier:

Q. How long had he been in the department?—A. For a period of eighteen months.

Q. What was his occupation?—A. Clerk: putting documents in order for filing.

Q. Did he do any walking around?—A. Very little.

Q. And he had the use of both arms?—A. Yes.

Q. He was let out?—A. Yes sir.

Q. Was there anybody else that you think should have been let out in his place?—A. There is quite a female staff there; temporaries were being kept on.

Q. Had he been blanketed in?—A. No.

Q. Were there any temporaries kept on that could have been let out instead of Ruddy?—A. That is a hard case to say; it is my own department.

Q. I understand your position, but I would like to get light on this; that charge is made?—A. I think there are temporaries in the department who could have been let out prior to returned men.

Q. You say you think there are; I would like to know if there are, because if there is any discrimination going on we want to know?—A. I think if a full report was submitted on it perhaps the persons who are allocating these various positions would be able to give that necessary information why temporaries have been held on who are perhaps not in need of work.

Q. Who was responsible for putting Mr. Ruddy out?—A. I presume the minister of the department.

Q. Did he go down to the department looking over the people?—A. No.

Q. Who did?—A. That would be done by I presume the head of every section.

Q. Do you know the procedure when a list of retirements is to be made? —A. No, I do not.

Q. I do not know that I can get very much?—A. I have been there now for a period of three years, and in that time I think we have had three reductions in the staff.

Q. Who is directly responsible for the preparation of the lists containing the names of those who are to be dismissed?—A. I do not know; I could not state definitely.

Q. Do you know whether a census is made in the department, whether somebody goes around with a card and asks Mr. Ruddy what his standing is, or Miss So and So what her standing is, or Mr. So and So what his standing is, and who collates these and makes a judicious selection, after taking into consideration that one is a returned man or one is a widow or sister of a deceased soldier, or taking into consideration the domestic situation or financial position —do you know whether that is done?—A. No sir, I don't think so.

Q. Do you know that principle is adopted in the dismissal or releasing of employees?—A. No sir, except in the case that Ruddy was informed he had to leave, and it was stated that the O.C. of the branch had been instructed by the deputy minister to let him out at the end of the month.

Q. Unless we can find where the evil lies, it is pretty hard for me to suggest a remedy?—A. That is hard for me to say.

Q. I would like to find out how it is being done?—A. It would be impossible for me to tell you. All I know is that right after Ruddy had been let out, I was told, "I am sorry, Hodgson, here is the list"—a list signed by the deputy minister.

By Mr. Martell:

Q. That information could be got?—A. That could be obtained from the deputy minister.

Mr. MARTELL: You could go to the deputy minister or the chief of that branch.

By Mr. Chevrier:

Q. At all events, you say there are people there who have been retained? who should not have been retained?—A. Yes.

Q. Why were they retained? Why should not they have been retained? —A. That is a hard question to answer, yet it seems to us unfair that returned men should be let out of the department when the department was created through the war.

Q. Here is the case of a returned soldier who goes out, is there any man or woman or young lady who should be dismissed because he or she does not need the position, because they have sufficient means outside—could you make that charge?—A. No sir, I have never gone into the private means of any person in the department.

By Mr. McBride:

Q. Would you be in a position to say that this young man was giving entire satisfaction?—A. Through his chief I would say, yes. I spoke to his chief shortly after he received his notice, and he said it was a shame Ruddy should be let out.

By Mr. Martell:

Q. Was there any work for him?—A. The man has been taken back now for a three months period, and he is on the same work today.

Mr. MARTELL: That is something for the chief of the branch of the department to explain.

By Mr. Chèvrier:

Q. On this occasion you are not blaming the Civil Service Commission?—A. No, sir.

Q. The Civil Service Commission has nothing to do with that?—A. With the exception that we would like to see the preference given in the permanencies for amputation cases after say a twelve months period of service. We think if a man has proved himself satisfactory after being retained for twelve months a permanency should be given to that man.

Q. I think that is a fair statement?—A. We should like to see the following carried out in the order in council P.C. 2944 which gives the D.S.C.R. the preference of training men in various departments, and after training them in the department giving them permanencies in the department.

Q. What is that order in council?—A. That is P.C. 2944 be carried out, to train men in public departments, with permanencies to follow when trained; that order in council was in connection with vocational training and that would allow the D.S.C.R. to train in the work of the department, and after they were trained to make them permanent in the department without examination.

Q. Following that up, you say there are clerical positions where amputation cases could be put in, you cite the case of Ruddy; are there any other cases of clerical positions that could be filled by returned men and that are not being filled by returned men, amputated cases?—A. To cite positive cases would be hard, because we are satisfied here in Ottawa with the way we have been treated, but the outside branches are not being treated that way, because in Toronto there are 940 men now, amputation cases, who have a fair amount of education and could handle clerical work, out of work today.

Q. Supposing that order in council were followed out to the letter, would it not have the effect of the Department of Soldiers' Civil Re-establishment placing

people in all the departments and then nullifying the work of the Civil Service Commission?—A. I think that could be worked out between the two departments.

By Mr. Martell:

Q. You would eliminate the functions of the Civil Service Commission entirely?—A. No, sir.

Q. Supposing there is a returned man outside who probably possesses superior qualifications to any other for a certain position. If you are going to transfer some fellow from the Department of Soldiers' Civil Re-establishment there, the man who is in every way more highly qualified, would you nullify the right of the Civil Service Commission to get the most efficient man?—A. No, sir, I think the Civil Service Commission and the D.S.C.R. could work on lines together on that particular basis.

By the Chairman:

Q. You were criticising the condition in Toronto. You agree that there was a great deal of unemployment among the returned men in the City of Toronto?—A. There was a great deal of unemployment.

Q. Generally?—A. It is hard to say. I was in Toronto in December of last year, and I was down at the branch there, and they had, out of their 940 members, some 140 members out of work.

Q. That is your branch?—A. Yes.

Q. Do you admit with me that there were a good many returned men looking for positions?—A. Yes, sir, there were quite a few.

Q. You also admit with me that disability cases, due to the fact that they are receiving pensions of lesser or greater amounts have not been as hard up, have not been as near starvation and have not been in as desperate straits as returned men without disability who were receiving absolutely no pension?—A. That is a hard question. A person receiving a pension—the pension would depend upon his disability, pure and simple. The disabled man would spend a lot of his pension, for instance in an amputation case, for travelling in street cars looking for work, where an ordinary every-day returned man—.

Q. My question is very simple. I have only one point to make. With a group of unemployed men in a city like Toronto, and I am not speaking for the institution which you criticise, I am speaking for the employers of labour, if you have two returned men come to you, and one is up against it and has not a meal ticket at all, and the other man has a part pension, surely you do not criticise the employer, for giving the fellow, who is up against it, a job?—A. No, sir, I do not.

Q. That is the situation I think you will find existed in Toronto, that the men who were getting some pension were not in as desperate straits as the men not getting any. They had both fought in the war; the Government to some extent had looked after the pension cases—I admit they should get the preference in permanency—but at a time of unemployment, the desire to see the fellow who is down and out get the job is natural; the man who is getting no pension should be considered?—A. Yes, sir.

By Mr. Chevrier:

Q. Let us follow out these questions about the situation in Toronto. What positions has the Civil Service Commission under its jurisdiction in Toronto? —A. I think they have a branch of the Department of Railways and Canals in Toronto——.

Q. Let me put it this way; I presume they have the right to appoint postmen, postal clerks, and customs clerks and various other clerical positions of that nature?—A. Yes.

Q. Does your association know of any case where an amputation case applied to the Civil Service Commission for any of these positions in Toronto, and was turned down?—A. No, sir, but I can give you a case perhaps which would be interesting on that line in dealing out these various positions. We had a case in Toronto in the Post Office department, where one man, a double leg amputation case was given a position as postman. If a disability case had been on the executive, nothing of that kind would have happened. Another case was that of a man with a double arm amputation, who was given a position lifting heavy mail bags.

Q. One was what?—A. A double leg amputation.

Q. For the position of what?—A. Postman.

Q. He was appointed to that position?—A. By the Commission.

Q. Do you know what his application form stated, when he applied to the Commission for employment?—A. His form, I presume, would state a disability; there is a special place in the Civil Service Commission forms for it.

Mr. BROWN: You want more than presumption in a case of that kind.

By Mr. Chevrier:

Q. Do you know whether the applicant stated that he was physically fit for that position?—A. No, sir, I do not.

Q. I want to give you the benefit of the doubt every time, because I think your association is well entitled to it, but at the same time I want to be fair. Now, did he take the position of postman?—A. It would be hardly possible for him to do so.

Q. Then in the other case, it was the position of what?—A. Unloading bags.

Q. You do not know whether he stated that he was physically fit for that position?—A. No, sir,. If you would allow me to read a resolution covering that. This was a resolution read at the meeting of the Amputation Association, held in Vancouver in September of 1922:

> "Resolution No. 6 dealing with the appointment of an amputation case to the Civil Service Commission was read and discussed. *Com. Dobbs* read correspondence with the C.S. Commission on the question of employing amputations. Stated many of the positions offered were of no use to such men. He cited cases where men had been offered positions as letter carriers and for loading trucks. His experience of the Civil Service was unsatisfactory. It is absolutely necessary for us to have a representative on the Civil Service Commission. He pressed for Com. Clarke's appointment on this body. Stated that a fit man could not possibly know what a disabled man was able to do. Coms. Myers, Cape, Handegord and Davies also spoke. The resolution was moved by Com. Dobbs and seconded by Com. Miller and carried."

In speaking with Comrade Dobbs on these cases last evening, on the phone, he told me he would have to look them up, and it would take quite a lengthy correspondence.

Q. Could you get more information about these cases you cite?—A. Yes.

Mr. BROWN: Get the application forms and all the information regarding these two particular cases.

By Mr. Chevrier:

Q. Are there any other similar cases in Toronto that you want to complain of?—A. No, sir.

Q. Are there any other complaints in other cities in the same line?—A. With the exception, sir, that we would like to have an amputation case placed on the Civil Service Commission Executive, somewhere.

Q. But before we get to that, you have no other cases?—A. No, sir; I have not had the time to get in touch with the members of the various branches.

Q. Will you get these cases up; I would be very happy to read them?—A. If I can, if one man could come before this Committee from Toronto who has just travelled over the Dominion, I suppose I can get a lot of information from him.

By Mr. McBride:

Q. What pension did these two men get?—A. In all probability, 80 per cent disability.

Q. How much would that be bringing them a month?—A. It would depend upon whether the man was married or single. On an allowance it would give them, I think, $65 a month.

By Mr. Chevrier:

Q. Not married?—A. Yes.

Q. And what, married?—A. I do not know what the married allowance would be.

By the Chairman:

Q. Over $100 a month?—A. Yes.

By Mr. Chevrier:

Q. Would they not get more than that if they were single, more than $65 for both legs or both arms?—A. I do not just know the pension regulations on that. I know myself that a 50 per cent disability as a single man I would be receiving $37.

By Mr. Shaw:

Q. $75 is the maximum disability, is it not?—A. No; he could receive more on account of an order in council put through granting helpless allowance of $250 a year.

By Mr. Chevrier:

Q. Have you any other charge, have you any suggestions to make? Now, I understand you want a man, one of your representatives, to sit with the Board on cases of amputations?—A. Yes, sir.

Q. Have you any other suggestions or any places where you think the Act does not work to the best advantage to the amputated man?—A. No, I do not think so, sir, with the exception that if we had one representative on the Commission perhaps we would be able to deal with a lot of cases. It just works in this way, that say the Department of Soldiers' Civil Re-establishment, at various times, receiving applications from amputation cases throughout the Dominion, request that I should give them a decision one way or the other whether a man is qualified for the position for which he is writing. For instance, we may have a man writing in for a vocational training course on music. He will be granted a three months' course on that. A course of that description would be useless; that would never put him through in music.

By Mr. Chevrier:

Q. Who is responsible for that?—A. If there was a man on the Civil Service Commission, he would be able to look after these things.

By Hon. Mr. Marcil:

Q. Some of the departments are not under the Commission.—A. Very few.

Q. That department, the Department of Soldiers' Civil Re-establishment, is not.—A. No, sir.

By Mr. Chevrier:

Q. But you would like a highly trained man, a man of wide experience to be able to sit with the Commission and when any of these amputation or disability cases come up he would be in a position to speak as to the adaptability of the man for the position, rather than the investigators at the present time.—A. Yes.

Q. I do not suppose you mean there is any sentiment of hostility towards the returned man?—A. No, sir.

Q. It may be that they are not capable of appreciating it?—A. Yes, sir, I think that is very largely it.

By Hon. Mr. Marcil:

Q. The Income Tax is not under the Commission, is it? How do you fare there?—A. I do not know that we have one amputation case employed there. We may have in the outside branches, but not in Ottawa.

By the Chairman:

Q. The Income Tax Department employs very largely girls.—A. Yes.

By Mr. Chevrier:

Q. In these clerical positions the amputation cases do not affect the hands, do they?—A. No, sir. We have several arm amputation cases working on clerical work.

By Hon. Mr. Marcil:

Q. In referring to elevator attendants, do you place the man who has lost a leg or an arm on that footing?—A. Yes, sir.

Q. He is just as competent with one arm?—A. Yes, sir, absolutely.

Q. I see the departments have asked that elevator attendants be exempted from the Civil Service Act.

The CHAIRMAN: Have you any further evidence to tender?

By Hon. Mr. Marcil:

Q. Has that been brought to your attention, the request of the departments that elevator attendants be exempted from the Civil Service Act?—A. No, sir.

By Mr. Shaw:

Q. You told us that the men, the disabled men, who were filling positions in the limb factory in Toronto—did I understand that they were handling these circular saws?—A. Yes, sir, they are handling every machine there.

Q. Men with one arm?—A. Yes, sir, and with one leg.

Q. Is the suggestion of your organization that a man with one arm could handle a circular saw as well as one with two arms?—A. No, sir, not quite as well, but satisfactorily.

Q. Do you know whether or not, from your own knowledge, the same standard of efficiency prevails in the factory as would in an ordinary business factory?—A. I think so.

By Mr. Drummond:

Q. Is it not a fact that in the factory in Toronto there are certain ones who are picked out and particularly trained for demonstration purposes?—A. No, sir; I had the pleasure of going through the factory in December last as a private individual, for the first time, and I walked from one end of the factory to the other by myself. There are two or three buildings combined, with various machinery, and there was no such thing as a man being trained for

demonstration work; they were all doing the work necessary in the making of artificial limbs. They are following the daily duties of the business there.

The CHAIRMAN: If there are no other questions we will call Mr. Burmester.

Mr. H. L. BURMESTER, a witness, called, sworn and examined.

By the Chairman:

Q. Your name is H. L. Burmester. Your official position with the organization is that of—?—A. I am secretary-treasurer.

Q. Of the Amputation Association, Ottawa branch?—A. Yes.

Q. Are you employed in the service in Ottawa?—A. I am employed in the Imperial Pensions Board.

Q. You are an amputation case yourself?—A. Yes.

Q. You are doing clerical work?—A. I am doing clerical work, as a major clerk.

Q. Do you wish to make a statement to the Committee, or do you wish to be examined?—A. I would prefer to be examined.

By Hon. Mr. Marcil:

Q. How were you appointed to this position, on the recommendation of the Civil Service Commission?—A. No, sir, I was originally—after I returned from the war, I passed the Civil Service Examination when I was in hospital in Whitby, in January of 1918. I got my discharge in June of 1919, and I then went to Vancouver. I endeavoured to get work and applied to the civil service in Ottawa for an appointment. In March of 1920 they offered me the position of assistant gauger in Vancouver. I went down and saw the collector of customs who took me down to the gauger. He said that there must be some mistake, because the position they offered me required a man physically fit and in possession of all his limbs, having necessity to lift heavy trucks and barrels. I explained to the collector of customs in Vancouver that owing to my war disability I was unable to accept the position. He declined to write that statement to the Civil Service Commission, simply writing them that I had refused the position. The result was that I was struck off the list of those eligible for positions. The Business Men's Association of Vancouver took up the matter and obtained my reinstatement, and I was then given a clerical position numbering invoices in the Customs Department in Vancouver. I only held that position three months, as owing—

Q. Were you given this position by the Commission?—A. I was reinstated by the Commission. Owing to the ill health of my wife I had to come East. I asked if I would be in line for another position, and they very kindly gave me another position in the Customs in Montreal, which I held for 14 months. I had to go to the country again, on account of my wife's ill health, and when I came to Ottawa in August of last year, I applied for reinstatement. They said that they could not reinstate me, as I had had two reinstatements, so I applied to the head of the Government Labour Bureau, and got in touch with Mr. Macklin who was then the unit director here, and he obtained my present position for me, which is only temporary.

By Mr. Chevrier:

Q. Do you know, when you applied for the position; in the first place do you remember the statement contained in your application, whether you said you were physically fit for any position?—A. They sent around a printed form which we had to fill out, in which we stated what our disability was.

Q. And on that form?—A. I stated that my disability was amputation of the left leg above the knee. The amputation is six inches below the thigh.

Q. And that was previous?—A. To my appointment as assistant gauger.

By Mr. Brown:

Q. And on the basis of that application you were appointed to a position?—A. Which it was physically impossible for me to fill.

By Mr. Chevrier:

Q. Have you any complaint to make about the operation of the Civil Service Act, and any suggestions to make for its betterment?—A. I should like to stress the point our president made, that a member of the Amputations Association should be a member of the Civil Service Commission, and also that there are certain positions held by women under the Civil Service Commission, which could be equally well filled by amputation cases. In the Daly building, there are five certain machines which are operated by girls.

Q. Are they girls holding permanent or temporary positions?—A. I am not in a position to state, because it is hard to say who in the Imperial Pensions branch is permanent and who is temporary.

By Hon. Mr. Marcil:

Q. Are the pensions under the Civil Service Commission?—A. We come under the Civil Service Commission; we are under the Department of Soldiers' Civil Re-establishment.

Q. These employees in the Pension Bureau, are they under the Civil Service Commission.—A. I understand so.

Q. Not the Imperial Board?—A. I am not sure.

Mr. CHEVRIER: Let us get Dr. Roche, who is here, to tell us that. What about these positions, Dr. Roche, are they under the jurisdiction of the Commission?

Dr. ROCHE: The Imperial Pensions is not under our Commission; it is just the pensions of Canada.

By Mr. Chevrier:

Q. These machines, are they being used for the Imperial or Canadian Pensions?—A. They are used for the Imperial Pensions, I understand.

Q. Then the Civil Service Commission has nothing to do with that.—A. I am only just quoting the one instance.

Q. Yes, I know; we are trying to get at the root of the trouble. Are there any other positions in the civil service you think should be held by amputation cases, which are not being so held now?—A. I think there are several cases of typewriters which could be very well filled by leg amputations.

Q. Are there any cases of a returned man or amputation case who has made application for the position of typewriter?—A. I only know one case personally in Vancouver; the man was given vocational training by the Government as a typewriter, and then absolutely failed to get a position. He applied to the Commission.

Q. Do you know whether he applied for any specific position?—A. He applied for a position as a typewriter, typist and shorthand writer.

Q. Do you know whether after his application went in, anybody was appointed to any of these positions?—A. At that time they were appointing quite a few people there.

Q. Do you know whether any of these positions were filled by returned men?—A. No, personally I have never come in contact with the position of typist filled by a returned man.

Q. Are you prepared to say that a number of these positions could be filled by returned men?—A. I think so, undoubtedly.

Q. And are there any of them who have applied for these positions?—A. I should imagine there must be quite a number. Personally, of my own personal knowledge I cannot state that there are.

By Mr. Brown:

Q. In the case you speak of, would he not have to take the regular examination?—A. In some cases, appointments have been made without examinations having been passed at all.

By Mr. Chevrier:

Q. Where was that?—A. The Customs in Montreal, I know of several instances where men never passed examinations.

By Mr. Martell:

Q. Are they temporary or permanent?—A. I would say permanent. I know one man has been there 17 years.

Q. They would not be appointed by the Commission?—A. No.

Q. You would not say that a man should go out, who has been there 17 years.—A. No, that is a very difficult question; the Government definitely promised that the returned men should have the preference.

Q. Yes, but not to say that you should dismiss another competent official. —A. I think there is a tremendous amount of female labour that should be dismissed. They were only taken on during the war, and should be let out now that the men are back. I think the Government made every possible promise in that respect.

By Mr. Chevrier:

Q. Mr. Burmester, I would be very happy to help your association out, because it is very deserving, but I want to do it fairly, and if you have any charges to make and can substantiate them, you may rest assured that I, as a member of this Committee, will give them very careful consideration. Up to the present, I can see that there are grievances, but I think you will have to admit with me that we have not been given anything very definite except in one or two small instances.—A. Yes. There is a case that I was taking up last week; one of our amputation cases applied for the position of postmaster at Cobden, Ontario. I went down and saw Major Bland on the subject, and he did not seem to think that there was such a vacancy, and if there was, that my man had not applied for it. During the course of the morning he rang me up and said that he had discovered there was the vacancy, and my man had applied and his qualifications appeared to be satisfactory, so I think there is a possibility of his getting the appointment. That man had written several times, and it does not seem to me the preference which was promised is being actively operated unless there is pressure brought to bear on the Commission, which should not be necessary.

By Hon. Mr. Marcil:

Q. Is this a salaried office or a revenue office?—A. I imagine it is a salaried office. It is only a small place.

Hon. Mr. MARCIL: Then it is a revenue office.

By Mr. Chevrier:

Q. Now, you say that promise is not being carried out. I would like very much to see how it is not carried out, except under pressure. You say it is only

carried out when there is pressure exercised. That is a serious charge to make, and I would like to see that substantiated.—A. As soon as the appointment is made, if Mr. Devine is not appointed, I think that would be conclusive proof.

Q. No, you must not make a statement like that; it may go to a returned man.—A. But surely, I understand the preference was to be given to the amputation cases over all other classes.

By the Chairman:

Q. Yes, but you should not make that statement, because you know the factors that enter into the appointment of a rural postmaster. A returned man might have a place of business in which the office might be conducted, and your man might have no facilities for handling the office. There are other conditions entering into these small offices.—A. Yes; I should say with all other things being equal.

Q. Yes, they might have a preference for your man, but through his lack of facilities for handling the office it would be undesirable to give it to him.—A. No.

By Mr. Chevrier:

Q. Have you any other charges?—A. No, I do not think I have.

Q. Will you get in touch with Mr. Hodgson; he said he had a few charges there that he could make clear. If you can get together and let us have the information on that, I would be very happy.—A. Yes. The only thing I would like to bring out is that I do feel that after six or twelve months satisfactory service, an amputation case should be made permanent. At the present time, we do not know that our pensions are permanent, and we do not know that our actual work is permanent.

Q. I think you would agree to this, that if you were working in a permanent position and doing satisfactory work, there ought to be no trouble in getting it permanently, but if you are employed at work which by its nature is not permanent, it is rather hard to say that because it is an amputation case, it will have to be made permanent, irrespective of whether there is any work to be performed.—A. As one lot of work is done—.

Q. But you do say that preference should be given to amputation cases, that when the work decreases they should be given priority in some other temporary work, and finally be absorbed in the permanent staff?—A. Yes.

By Mr. Martell:

Q. Mr. Burmester, what salary do you get?—A. My salary now is $80 a month.

Q. What pension do you get?—A. $65; that is myself and wife. My own pension is $48.75, and then there is the cost of living bonus.

By the Chairman:

Q. And that is what?—A. $26.25.

By Mr. Drummond:

Q. Have you any dependent family?—A. I have my wife.

By the Chairman:

Q. That is $171.25 salary, including your pension.—A. Yes.

By Mr. Chevrier:

Q. You get a pension?—A. Yes; that is included in that.

Mr. GARLAND: I did not understand Mr. Hodgson, when he was giving his evidence to make any charges against the Commission. I think he had only a couple of grievances.

The CHAIRMAN: That is all.

Mr. GARLAND: I do not think they can be called charges.

Mr. CHEVRIER: Did I say charges?

Mr. SHAW: He did not want to make any charges, but to bring forward some grievances.

By Mr. Brown:

Q. There is no general charge that the amputation men are being discriminated against?—A. No, we would not go as far as that for a minute.

By the Chairman:

Q. You do not feel that they are being treated in a hostile spirit?—A. I do not think they are being given the most "favoured nation treatment."

By Hon. Mr. Marcil:

Q. Can you suggest any better treatment?—A. A lot of grievances would be removed by the appointment of an amputation case on the Commission to deal with other amputation cases.

By the Chairman:

Q. But do you not admit that if that were granted, amputation cases would be getting a preference over all other cases of disability?—A. No, I should think that an amputation case could be depended upon to act squarely.

Q. The trouble I see, if the amputation cases were given representation on the Commission, is that your representative might not be able to judge of the fairness of other disability cases. You allude to one branch of disability being represented, and it might as well be claimed that there should be a representative there to take up all disability cases?—A. Of course, in the case you cite, he would be a doctor, but an amputation case knows just as well as a doctor, if not better than a doctor, what an amputation case will do.

Mr. MCBRIDE: I must say that I am fully in sympathy with the amputation cases, and I would like to see them get every consideration. At the same time, it seems to me, they are getting more consideration than I really thought they were getting, I am more than pleased to see in Ottawa.

The CHAIRMAN: 90 per cent of the Ottawa cases, the former witness stated, are employed by the Government.

Mr. MARTELL: And of the elevator men, 43 out of 83 are returned men, with disability.

By the Chairman:

Q. I would like to ask your opinion on the point I raised with Mr. Hodgson. As an amputation case, do you not admit that the point I made in regard to Toronto last year is true?—A. Well, I do not know the city of Toronto. Last year I was working in Montreal, where we had no branch of our association, and I was not in touch with the amputations.

Q. I have heard amputation men themselves say that when work was scarce and the fellows were walking the street, that those who were not in receipt of a pension should be given a chance before those who were not starving?—A. That I quite believe.

Q. I think that was the fact when unemployment was rampant?—A. Of course, the man who has not suffered the loss of a limb is in a much better position to take anything in the labour market.

The CHAIRMAN: Surely.

APPENDIX No. 5

Mr. BROWN: Mr. Burmester made a statement in regard to which I think we should endeavour to get the facts. He referred to his appointment to a position in Vancouver for which he was physically unfit. I move that we get all the documents bearing on the case, his application for the position, and all the documents relating to the appointment to that position.

Mr. CHEVRIER: I second that.

Motion agreed to.

By the Chairman:

Q. Do you know of any amputation cases who are in receipt of pension and who have been denied appointment or are suffering because of that?—A. No. I cannot produce any specific cases of that.

The CHAIRMAN: Any further questions? Have you anything further to offer?

WITNESS: No, sir.

Witness retired.

The CHAIRMAN: We have Mr. O'Connor of the Civil Service Association present and I will call upon him.

Mr. SHAW: I have just discovered, Mr. Chairman, that Mr. Hodgson has had his left leg amputated below the knee.

The CHAIRMAN: Yes, and he handles it very well.

Mr. SHAW: I think he could handle barrels or anything else.

Mr. J. C. O'CONNOR, called, sworn and examined.

By the Chairman:

Q. Do you want to make a statement, Mr. O'Connor?—A. Mr. Chairman and members of the Committee, with your permission I would like to make a verbal statement. The organization which I represent has already put in a written statement, and I think it is unnecessary for me to supplement that.

By Hon. Mr. Marcil:

Q. What organization is that?—A. I am a member of the executive of the Civil Service Federation of Canada.

By Mr. Brown:

Q. Is that the same organization that was represented by Mr. Elrick?—A. No. Major McKeand is president of the organization at present, and when delegates were appointed to appear before this Committee, it was suggested that Major McKeand should deal with the case generally, from the standpoint of the organization, but that if questions with regard to the board of hearing came up, as I had been a member of the board of hearing, I should deal with this. However, I think that Major McKeand dealt fairly thoroughly with that matter, and with your permission I would like to deal with matters in a little more general way. This Committee is appointed to inquire into the working of the Civil Service Act, and the testimony that has been given would go to show that there are some complaints in regard to the working of the Civil Servive Act, and possibly there are some who would suggest doing away with the Civil Service Act entirely. Now, the standpoint of the organization is simply this: that if the Civil Service Act is done away with, or if it is materially altered in order to get back to conditions that formerly prevailed, the organizations then become practically unnecessary.

By Mr. Chevrier:

Q. What do you mean by the conditions that formerly prevailed?—A. I allude to the conditions that prevailed in Ottawa before 1908, and in the outside service up to 1917, when appointments were made direct by the department, and examinations only by the Commission. In some cases the appointments were made by the Governor-in-Council, and in others by the department itself.

Q. That is, you are absolutely opposed to the return to any features of the 1908 Act?—A. I would not go as far as that.

Q. Are there any features of the 1908 Act that you think would be acceptable?—A. Well—

Q. Or let me put it in another way; what features of the 1908 Act do you think are objectionable, except the salary range?—A. Well, it appears to me that the better features of the 1908 Act have been preserved in the present Act, and that it is scarcely necessary to go back to that Act to find amendments which should not be applied to the present Act. I do not recall any provision in the 1908 Act which is superior to the provisions of the present Act.

Q. Do you know of anything in the present Act that is superior to the 1908 Act?—A. Oh yes, a good many things, to my mind. The idea of classification is superior to my mind; the bringing of the whole of the service under the Commission—

Q. You think that bringing the outside service under the Commission was a good move?—A. I think so.

Mr. CHEVRIER: I agree with that.

WITNESS: The former position simply was this: Men were brought in and their permanency was far from assured. They were under great difficulty in regard to what their standing was in the service, whereas coming in now, under the Civil Service Commission they have a pretty definite idea of what position they are going to fill, what their duties and responsibilities are, and what the possibilities are.

Q. Do you say that under the 1908 Act, and the 1918 Act that was not true?—A. Well, under the 1908 Act, of course conditions improved in the inside service at Ottawa, but there was very little change in regard to the outside service, which after all is the larger service.

Q. Yes?—A. There are two or three things.

Q. Before you proceed—this is of interest to me, because you are going to give evidence which nobody has given yet—what is the bogey that you fear under the previous system?—A. If I may answer that in this way, it is scarcely a question of a bogey, that is to fear; the previous system, no doubt was good for those days, but I think we are trying to work towards a better system. The idea of the present system is that the service shall be recruited with those who are best fitted to perform the duties they are called upon to perform, and that promotion shall be given to those who merit promotion.

Q. Do you mean to say that under the old system nobody who was appointed was fit for promotion?—A. Oh, no.

Q. I want you to be correct in your statements. I take a very impartial stand on this question, and I want everybody to take the same impartial stand? —A. I think that perhaps when I have proceeded a little further, you will see that my position in regard to this is impartial.

Q. Alright. Let us take it right through. What do you complain of under the former system?—A. I am not complaining of the former system.

Q. You do not want to return to it?—A. No.

Q. Why not?—A. Because I think the present is a better system.

Q. In what way?—A. In some of the ways I have stated.

APPENDIX No. 5

Q. Let us take it in this way: One of the outstanding features of the civil service is superannuation. We will leave that aside for the moment. Bonus—we will leave that aside. Salary revision—we will leave that aside. Take appointments. In what way is the present system an improvement in regard to appointments made to the inside service?—A. Well, it has improved it in this way: I think that rather than going out to choose people to come into the service, those who have been examined to find out whether or not they are fit for the position——

Q. Under the old system, under the 1908 Act, did that not prevail?—A. Oh, yes.

Q. Let me read to you Section 13—

> "Except as herein otherwise provided, appointment to positions in the inside service under that of deputy head shall be by competitive examination, which shall be of such a nature as will determine the qualifications of candidates for the particular positions to which they are to be appointed, and shall be held by the Commission from time to time in accordance with the regulations made by it and approved by the Governor in Council."

A. Quite so, and that brings out one of the defects in the 1908 Act. The service there was divided into three divisions——

Q. Before you leave that, under this system of appointment to clerical positions, was there overmanning or was there such political influence as to stuff the service with political appointments?—A. Not at all, no.

Q. In clerical positions, there was no stuffing of the service?—A. No.

Q. There was very little, if any, political influence brought to bear in filling those positions?—A. No.

Q. There is an impression on the part of some members of this Committee, and on the part of some members in the House, that under the 1908 Act patronage was so rampant as to make the service a sort of stuffing box. You are not prepared to admit that?—A. Not so far as Ottawa is concerned, and the Act did not refer to the outside service.

Q. Now then, let us take Section 18. (Reads)—

> "From the said list the Commission, on the application of the Deputy head, with the approval of the head of any department, shall supply the required clerks."——

There is not very much departure there, not to a great extent in the present system from the old system?—A. There is this departure that the head of the department does not enter into the matter at all.

Q. Not now. I would point out that under the one objectionable feature of the 1908 Act which I do not want to be embodied again is Section 21?—A. Yes, I know it.

Mr. CHEVRIER: We will leave that aside.

Mr. MARTELL: It is in Section 21 that the words "technical or otherwise peculiar" are used. You have your professional and technical men there exactly the same as you have them today, no longer examination, simply application and the submission of certificates?

WITNESS: Under section 21, I take it, the matter did not initiate in the Commission; it was initiated in the department.

Mr. MARTELL: I can give you concrete cases, of my own knowledge, where they did. I know of cases where the Commission selected the men, and they were not examined, but there was a submission of certificates. There is no difference to-day.

WITNESS: There is a difference. The Civil Service Commission have examinations for the different kinds of positions.

By Mr. Martell:

Q. Do they examine a lawyer?—A. Not that I know of.

Q. Do they examine a civil engineer in hydraulics and that sort of thing?—A. I believe that has been done. I cannot answer.

Mr. MARTELL: It is simply a question of submitting certificates.

By Mr. Chevrier:

Q. Take section 24, relating to promotions. Let us get this clearly in our minds. (Reads)—

> "Promotion, other than from the third to the second division, shall be made for merit."

Let us understand that. That is, from $500 to $800 and $900 to $1,200. Under the Act of 1908 there was this:—

> "Promotion, other than from the third to the second division, shall be made for merit by the Governor-in-Council upon the recommendation of the head of the department based on the report in writing of the deputy head and accompanied by a certificate of qualification by the Commission to be given with or without examination, as is determined by the regulations of the Commission."

Q. That was in regard to the question of promotion. Are you aware that under that system of promotion, excepting the words "Or otherwise peculiar," from section 21, patronage was used a great extent in the service?—A. Not to a great extent, but to some extent.

Q. To some extent, I will grant you, but not to the extent—we may as well be honest about it—not according to the fictitious meaning of the word patronage, as is applied to the situation to-day?—A. It was by no means general.

Q. There was room for some complaint, but not for the amount of complaint that one hears of to-day?—A. That is quite true.

By Mr. Martell:

Q. You would not say, Mr. O'Connor, that the officials that were appointed under the old Act of 1908 were inferior in ability to those who are appointed to-day?—A. No, I would not say that.

Q. Some of your older officials are some of your ablest officials?—A. Certainly, and some of them were appointed before 1908.

By Mr. Chevrier:

Q. We have looked into the question of appointments in the inside service and also into the question of promotions. In the transfers to other positions in the old days, do you know of numerous complaints that were made when the deputy minister looked after his department?—A. Transfers?

Q. Transfers. I am taking up appointments, promotions, transfers, sick leave, discipline, and so on?—A. In the matter of transfers, I do not think there has been any general complaint. That is, transfers are few, and they are always a matter of arrangement. They are so few that you cannot make any general statement in regard to them.

Q. Now, in regard to the question of sick leave, did the deputy ministers handle that with a certain degree of efficiency and satisfaction?—A. I think so. I do not think there is any complaint as to the manner in which deputy ministers are handling it now under the regulations of the Commission.

Q. But the matter has not been very considerably dealt with except in the way of checking up, and getting returns, is that not right?—A. That is possibly so.

Q. Now, on the question of discipline and dismissals, there were no more dismissals from the permanent staff in those days than there are at present under the jurisdiction of the Civil Service Commission?—A. There were fewer.

Q. Now, we have dealt with the inside service. As to the outside service, can you say to what extent, if any, the outside service was stuffed by political patronage?—A. No, I cannot say.

Q. In regard to positions of a technical nature, leaving out the words "otherwise peculiar" from section 21, can you say that the deputy minister did not make a judicious selection in most cases in appointing technical officers?—A. I would prefer not to deal with the matter of technical positions. I believe that the Professional Institute have dealt with that, and I think that their opinion should rule.

Q. Wait a moment, how long have you been in the service?—A. Twenty years, a little over.

Q. Can you recall—you may be able to recall or you may not—can you recall two, three or four technical appointments made by a deputy minister that were a discredit to him or to the department, or where political influence was brought to bear in forcing the hand of the deputy minister to make a poorer appointment?—A. No, I do not know much about the technical positions.

Mr. CHEVRIER: Mind you, I am not saying tsat because I want a return to patronage, as some people use the word. I want this Committee to know what the previous system was. I am trying not to make up my mind on the subject, and I am glad that you have come here to clear the atmosphere.

By Mr. Martell:

Q. You are a past-president of the Association?—A. Of the Association and of the Federation both.

By Mr. Chevrier:

Q. Did you come here at my request?—A. No, Mr. Chevrier, I came at the direction of my organization, and at the request of the secretary of the Committee. There was one point with regard to selection by the deputy minister that occurred to me. It has to do equally with technical appointments and other appointments, and it is this: Admitting that every deputy minister is absolutely fair, and knows about the selection that he would make, you have twenty or thirty deputy ministers, and they would have a good many different ways of looking at those appointments. The same would be true with regard to promotions. That is to say, you would have twenty or thirty men, all anxious to do the right and proper thing, and doing it in perhaps in ten or fifteen or twenty different ways. There is where the Civil Service Commission comes in to standardize those matters, and to find what is the best way; and when the best way is found to see that the regulations are carried out in all departments on the same basis.

Hon. Mr. MARCIL having taken the Chair.

By Mr. Shaw:

Q. Before you leave that, Mr. O'Connor, I understand your suggestion to be that so far as the clerical staff is concerned and also the technical staff, the Civil Service Commission would be in a better position to ascertain the qualifications for appointment to those positions, because they would be able thereby to secure uniformity?—A. Yes.

Q. If I understand you correctly, in your judgment, the technical staff should be appointed by the Civil Service Commission and also the clerical staff? —A. Yes, I think so.

Q. Major McKeand, if my recollection is correct, stated that the technical staff should be appointed by the deputy minister, did he not?—A. I believe so, but I take the liberty of differing with Major McKeand, and of speaking my own mind on that matter.

Q. I notice that Major McKeand also took the view of the deputy ministers that such of the clerical staff as received under $2,400 only should be subject to the Commission, but that those receiving in excess of $2,400 should be appointed by the deputy ministers?—A. I do not agree with that.

Mr. CHEVRIER: Do you say that somebody had suggested that those up to $2,400 should be appointed by the deputy ministers?

Mr. SHAW: Above.

Mr. CHEVRIER: Technical positions or administrative?

Mr. SHAW: I do not care what they are called, I call them clerical.

Mr. CHEVRIER: If you call them that we agree.

By Mr. Shaw:

Q. So I take it Mr. O'Connor, that so far as the appointment of the technical staff is concerned, and also the so-called administrative staff receiving above $2,400 you disagree with Major McKeand?—A. Well, to that extent.

Q. And I presume you are speaking as far as you can, the mind of your association in the matter?—A. I will explain that. I was to come here and deal with certain matters, but the mind of the organization is expressed by those who were appointed to represent it and who have put in the written information of the organization. I am speaking now as the past-president, as one who has had some experience in these matters and I feel that in a matter like that the organization should not bind my opinion. It never did when I was president of the organization, and I do not know why it should do so now.

By the Acting Chairman:

Q. You are giving your personal views?—A. Yes.

By Mr. Shaw:

Q. You gave evidence in 1921 in the Spinney investigation?—A. Yes.

Q. I notice that the evidence you are giving now is substantially to the same effect as the evidence you gave then?—A. I think so, my opinions have not changed.

Q. Your view is that the merit principle should obtain, and that there should be an independent body to administer the Act?—A. Yes.

Q. You say that you are an executive officer of the organization; can you tell me how that association came to formulate that opinion as expressed here by Major McKeand.

Mr. CHEVRIER: I do not think that he should be asked that question.

WITNESS: I think it would be fairer to put that to Major McKeand.

By Mr. Shaw:

Q. Were you present?—A. I think not. I have not been very regular in my attendances since I became past-president.

Q. So you would have no information as to how that opinion was formulated?—A. No.

Mr. CHEVRIER: Major McKeand has told us that he was representing the organization, and unless there is grave reason to doubt that, I do not see why we should challenge his statement.

Mr. SHAW: He came with certain opinions—

Mr. CHEVRIER: I want to be fair. The witness says he is expressing his personal views. I am quite prepared to accept the views of the organization.

By Mr. Shaw:

Q. I want to ask one or two other questions. You say with regard to sick leave and transfers that there is practically no complaint?—A. Not that I know of.

Q. Those sick leave transfers take place under regulations prescribed by the Civil Service Commission.—A. Well, transfers take place, under a section of the Act. The Commission merely give a certificate that a person has the qualifications. The moving spirit is the department.

Q. You say then that there is no complaint?

Mr. CHEVRIER: There was no complaint under the old system.

Mr. SHAW: If there is not now, we will not worry about that.

Mr. CHEVRIER: He says that under the old system there was no complaint.

Mr. SHAW: If that is true, then we are all happy.

By Mr. Shaw:

Q. Now, just one other question; can you tell me whether your organization has spent any of its effort in ascertaining whether or not there is any over-manning or over-lapping in the service?—A. Not with regard to over-manning. Something has been done with regard to over-lapping. That is to say, the organization has consistently favoured reorganization of the service. We have put forth our views to the Government on different occasions, asking for reorganization so that the different functions of the different departments may be properly defined and the functions of the departments set out. We have not been in a position to go into any department and say there is over-manning here, or that the functions there are not properly carried out. But it is well understood in our own minds that such may be the case, and that reorganization should be carried out.

By Mr. Drummond:

Q. What ground have you for saying it is well understood in your own mind that such may be the case?—A. The information we have from people who come to our meetings with regard to these departments is not official, but it is their opinion of what is going on in the departments. We do not attempt to say that that is official information with regard to the situation in the department, but it is on the basis of that information that we say that reorganization is needed in the service, and reorganization will overcome the over-lapping.

Q. Could you suggest any possible means whereby the Committee could get any definite information that there is or may be over-manning in any department of the service?—A. The administrative officers are the ones to speak with regard to that, the deputy minister and his chief assistants.

By Mr. Shaw:

Q. That has just brought up a line which I think might be explored. Under the system here, it is not true, Mr. O'Connor, that departments spring up and become more or less independent of each other; is that not dependency?—A. Yes, that is so.

Q. And therefore if there is any over-lapping of service, it would be a natural result of such a condition, would it not?—A. That is quite true, yes.

Q. Now, I gathered from Major McKeand that you had given considerable thought to the matter of various forms of organization?—A. Yes.

Q. I want to ask you, if you or your association considered the possibility of the creation of a department or an official comparable to the city manager which we find in many cities to-day?—A. To cover all government departments?

Q. Yes?—A. No, we have not considered that, because we look at this aspect of it, that there must be to form a cabinet, so many cabinet ministers, there must be representation from so many sections of the country, and so many classes of people, and that each minister considers he should have a department to manage, and that no one person should step in and take the management of this department from the minister.

Q. I just want to make this further suggestion. Are you familiar with the form of government in many American cities where they have not only a council which would be comparable in this case to the ministers of the Crown, where they have a Civil Service Commission which appoints officials and looks after their qualifications, and in addition to that an administrative officer who has charge of all departments, the city manager, whose duty it is to see that they function properly and that there is a proper co-ordination of effort?—A. Yes.

Q. You probably would not be prepared to speak now as to the possibility of working out a comparable organization to cover the point of getting the greatest efficiency from the department and the greatest economy from the department?—A. I think I would be prepared to say it would not be possible in the service here, that in these cities of which you speak the problems are relatively small to the problems dealt with by the service in Canada, and that there would be no one man who could manage the whole civil service.

Q. You must not condemn it too hastily.—A. That is my opinion; I may change it, but it would be a good man, I think, that would make me change it.

By Mr. Garland:

Q. Your opinion is the same as it was given in the Spinney evidence here?—A. It has not altered materially.

Q. Did your association ever consider the formation of what you would call a utility branch, whereby wou could take employees to be used in other departments when there would be peak loads or something like that?—A. Yes, we have, and we think that that would be a very good thing. The feeling, I think, has always been that when a department gets a temporary employee, they do not like to let him go until they have had all the service they can get, and we have certainly given this matter great attention. We think it would be a good scheme, with some force like that under the control of, say, the Civil Service Commission, that could be sent from department to department as the peak loads of work occurred; we think that would be of great assistance in reducing the force in the service.

Q. And not have quite so many temporary employees in the other departments?—A. Yes, that was the idea.

Q. But the tendency with a temporary employee is to make him permanent, is it not?—A. The tendency is, yes, perhaps, to ask one year for so much in the estimates for a temporary position, and the next year for that position to be made permanent; it is inclined in the permanent estimates instead of in the contingencies account.

Q. If you had a department like that, for instance, when a number of employees were let go as happened in the Department of Militia and Defence lately, they could go into another branch and give good service?—A. I think so. With regard to the question of civil service councils, which after all was the question which I was supposed to deal with before this Committee. I would just like to say that several schemes have been placed before the Committee, and I presume that the Committee in considering these will arrive at some conclusions as to whether or not councils should be included in the service. My

own opinion is that councils of some sort or other should be introduced into the service in order that the government may get the use of the brains for which it is paying. That is to say, a civil servant is paid for all his time to his duties. A great many civil servants do not have to give—shall I say—an enormous amount of brain power to the duties they are called upon to perform. That does not mean to say he does not possess the ability to do further service, but the system is such that they cannot interfere with the duties that are outlined for them, and suggestions are very liable to find their way into a pigeon hole. Our experience with the board of hearing led us to think a great deal of good could be done by councils. I do not think though, that councils could take over the whole function of the Civil Service.

By Mr. Brown:

Q. Would you have them advisory?—A. Advisory is my idea. As time went on, certain duties might be given to them which would be more than advisory, but largely, I think the councils should be advisory. In making up the board of hearing, the question arose between the Chairman and myself, and I presume he discussed it with others, with regard to what should be the name of the board, and the name was chosen showing what sort of board it would be. Your councils would have to be something more than that, but largely they would have to depend upon recommendations going through the authorities which could give these recommendations effect. Under the Act, the Civil Service Commission makes the regulations, and the Governor in Council approves these regulations; they do not become effective until they have the approval of the Governor in Council, so he has control over the regulations of the Commission. Now, have a council as suggested, but it seems to me there has to be some final authority with regard to the decisions even the regulations under which the council will operate. Between the organization and myself there is this one difference; I think that the organization would say that councils should report to the Government direct, and my opinion is that councils should report through the Civil Service Commission. I am prepared to back up my opinion with regard to it, and perhaps the organization can give very good reasons why these matters should be taken up direct with the Government, but I think that if councils report direct to the Government, you are going over the head of the Civil Service Commission, setting aside the law, and the law would have to be amended in such a way as to make that effective. That is my reason for saying that I think these councils should report through the Civil Service Commission. There are some matters that might be given to the councils to deal with direct. They might be given full authority to deal with them. Take, for instance, the question of ratings, and in that connection I think I might as well say that I consider the ratings used at the present time for promotion as not quite useless, but very near to it.

By Mr. Chevrier:

Q. Who are using these ratings now?—A. The ratings are made by the department and sent to the Civil Service Commission, where the promotion is taking place.

Q. And what is the nature of the rating?—A. Ratings would come under two heads, efficiency and fitness for the position. Under efficiency there are several sub-headings, quality and quantity of work, punctuality, attendance and the knowledge of the work, willingness to co-operate and that sort of thing.

Q. Who is responsible for drawing that up?—A. Well, I could not say. I rather fancy it was taken out of some book on efficiency written in the United States.

Q. By whom was it taken out of the book?—A. Probably by some one at the Commission.

Q. These ratings were worked out in that way and then turned over to the deputy minister so that he would make use of them?—A. Yes.

Q. He did not make the instrument for his own use, somebody made it for him and told him to use it?—A. Yes.

Q. What are the suggestions for that. You can give me the objectionable features. What are the suggestions?—A. The objection to the present system is this, that these rating cards or sheets come to the department and are filled up with regard to promotion for a certain position. There are a number of applicants. It is a simple matter for any person who is filling out the ratings to so fill them out that promotion goes to this one rather to that one.

Q. When you left it to the word of honour of the deputy minister to select the man fit for promotion, you had a better chance to get the better man for promotion than you have where everybody can boost himself according to his own taste on his own card.—A. That does not require an answer from me.

Q. Is that not evident?—A. It is not quite evident to me.

Q. I want to be corrected if I am under a false apprehension.—A. There are so many things left out of the question that it seems to me a yes or no answer would not cover the subject at all.

Q. Am I wrong or am I right?—A. That I think is simply putting the question in another way.

Q. Am I nearer wrong or am I nearer right?—A. Do you insist on an answer?

Q. It would help me considerably to get over these difficulties.—A. It would be a little difficult for me to say whether you are wrong or right.

Q. Well let it go. What are the changes you suggest?—A. The changes that I suggest are that these ratings should not be made up only at the time that the promotion has to take place, but that the ratings of all persons or all employees under a certain standard of salary should be kept all the time. Then when you take your ratings for promotion you have ratings that were not made up for the particular promotion that was to occur, but ratings that were made up and may be used for any purpose for which they are required. You recollect that under the Spinney Bill, or the Bill that was substituted for the Spinney Bill, a change occurred with regard to promotions. In the amendment Act of 1919, it was stated promotions were to be made by examination and not more than 50 per cent of that examination was to refer to the person's present position, that is to say the marks which may be given for efficiency and seniority were not to count for more than 50 per cent. Under the amendment of 1921 the Commission were given power to take up with the departments the question of whether any promotion should be made after examination or by some other means. Now, these rating cards continued to be used, and it seems to me they have lost all effectiveness. These rating cards originally were drawn up to be kept monthly, weekly, or for some other term, with regard to all employees so that they might be used for various purposes. They might be used with regard to promotion; they might be used with regard to salary increase; they might be used with regard to retirements.

Q. On the information cards, if they had to be made up every month or every three months, that would require a tremendous amount of work, would it not?—A. No, I do not think so. I do not think it would be a tremendous amount of work; a certain amount of work; but that is where I suggest that councils come in, that the actual work of drawing up these cards is not such a considerable matter, for instance, if a person had a staff of 20 or 30 employees, they have their names down there under various headings. They put six months they are punctual and the next month they are not punctual, and so on.

Q. Who does that, the clerk in charge or the employee himself?—A. I would say the immediate superior. It is not done now.

Q. At present what is the system?—A. The immediate superior fills them in.

Q. Then the civil service examiners would clear this up?—A. Yes. Well, then, where the council would come in on a matter like that, it seems to me if the person's rating fell below a certain point, suppose it was fair—

Q. I am sorry to trouble you on this, but I want to get this cleared up. These cards are not being made up now, only one?—A. Only for promotions.

Q. Yes, that is right. There is something else in my mind.—A. If the duty of looking after this matter is given to the councils, as I believe is done in the State of New Jersey, the councils could take this position—they could say, "in all cases where the rating is good or somewhat approximating good, we are not concerned", that is to say, this rating is a usual rating to be expected, but where the rating goes very high or goes very low, some explanation must be made.

Q. Would you have under your system these cards made up every month or every six months?—A. Every three or six months, it seems to me, would be sufficient.

Q. Let me see if I can follow your statement. Some cards were made out every six months. The official himself would fill out the card and give the rating; the official of the department?—A. Yes.

Q. Take a department where you have, for instance, 1,400 employees, he would have to make up every six months 1,400 cards. Then these 1,400 cards would have to be checked over by the examiners of the Civil Service Commission to see that the head of the department has not been partial in any way, or that the information that the clerks had given was accurate, because they would have to deal upon that as being accurate. Now, if the clerk fills out the cards and the deputy looks at them, he may boost his own case; if the official is going to do that he would require a nice staff to make up 1,400 cards every six months. If his department is strewn like the Interior Department or the Trade and Commerce all over Canada, that would necessitate a tremendous amount of correspondence and cards.—A. I think I have not fully expressed the point. My idea is that the immediate superior would make these ratings, that is that no one man is very superior to 1,400 employees, therefore no one man would have 1,400 cards to make up. The immediate superior is in contact with these employees day by day; he does not need to stop and think about the matter; the cards could be made up very quickly.

Q. He will make them out himself?—A. Yes.

Q. He may be subject to some kind of influence. Of course there you have the introduction of influence somewhere. He may be prejudiced against one man or another, and give him a higher or lower rating than he should. He O.K.'s it. It goes to the Civil Service Commission. The investigators will not investigate it. If there is nothing suspicious they will not investigate it. If it looks suspicious they will investigate it. Nevertheless, you have that influence there. He is favouring somebody. It is not checked. That was the next step.—A. You are ahead of me, I am afraid, Mr. Chevrier.

Q. All right, get up to me.—A. Yes, I will try and catch up. The next point I had in mind is this, not to put this duty on the Civil Service Commission. Under the Act of 1919 the Commission might have initiated some such scheme, but it did not. Under the present Act, the Civil Service Commission could initiate some such scheme, but it has not done it. I am suggesting something that could be done under councils, and the favouritism that you suggest is a matter that could be dealt with better by councils than by anybody else, that is, too high or too low a rating could be dealt with. Then the cards would not

be sent to the Civil Service Commission. They may be sent in there for filing or something, but they would not then under this scheme be dealt with by the investigators, but would be dealt with directly with the council, directly through the council. For instance, if a man has a bad record for the past six months, as rating cards show. He is shown that card; if he cannot clear it up to the satisfaction of the council, it goes down with the record, and it cannot be altered at the time promotion comes up. On the other hand, if favouritism is attempted by consistently marking one person much higher than the others, that would go before the council, and the council would inquire why this person was rated always so much higher than the other, so they would not get a standing, which at time of promotions would give them the position.

Q. On that score do you not think it would be just as easy and would eliminate a tremendous amount of work if the deputy minister took upon himself the responsibility for the selection, make the selection for the promotion, and if it became effective before the council has passed upon that, if the council said "we agree with the deputy minister's recommendation for promotion," the promotion should go through. If the council said the clerk selected for promotion was not the proper and fit one, then there should be right of appeal. There is this scheme of the civil service judge. If the deputy minister is not satisfied with the proposed promotion, he ought to have the right to appeal. If the employees of the staff are not satisfied with the proposed promotion, they ought to have the right of appeal, but in the event of the employees of the staff being satisfied that the deputy minister has made the proper recommendation, though some clerk may be dissatisfied, it would then be a question whether the dissatisfied employees should have the right to appeal. You do away with all this card business and all this red tape and all this cost. That to my mind is one of the clumsy aspects of this legislation. It is cumbersome. It is too many wheels within wheels. Why not let somebody take the bull by the horns and let somebody get a crack at it and be through with it.—A. I am not agreed to say that that would be the best way. In nine departments out of ten, it might work well, but in the tenth department you might find some influence at work that would make it impossible to work out satisfactorily.

Q. If your councils worked, do you not think if it worked in nine of them, it would work in ten?—A. In spite of the fact that the civil service have elected me to various positions within their gift, I would hate to have to rely on their approving whether I should get the position or not. There is a chance for log-rolling. You might say "you will get your promotion this time, and I will get mine the next time."

Q. You do not have much faith in that. Whom would you leave that with? —A. With the Commission.

Q. Promotion is one of the greatest outstanding features in the service?—A. It is.

Q. I want to see that the right man has the right promotion. I want to see that he does get that with the least possible trouble in the department, with the quickest result possible, and with the least discontent, always having in mind that there should be some place where the employee should have the right of recourse as a last appeal.—A. Well, do not make them selective. Let the councils see that the promotions are made on a proper basis.

Q. Who would make the promotion?—A. The Commission would make the promotion.

Q. You are simply shoving off the difficulty?—A. Not at all. You are arranging so that when the time comes for promotion, the information which comes before the Commission will be such that it may not be influenced one way or another by new cards which are made out.

Q. Suppose you do away with the cards altogether, and suppose you do away with all that system. You are either going to leave it under my proposal, which is simply a proposal. I leave it to the deputy minister in the last resort, subject to the right of appeal. You leave it to the Commission in the last resort, subject to the right of appeal. Where is the difference between the two of us? Say let the deputy minister assume the responsibility of his office. If he makes a promotion that is not satisfactory to council, the council can appeal. If the Civil Service Commission makes a promotion that is not satisfactory to council, where do you get? It is final. The promotion is final. —A. I do not quite agree with you, because, as I understand, the underlying principle of discontent in the civil service to-day, is that there is no right of appeal. The civil servants have no right to appeal. If we had some person or some machine whereby the civil servant could vent his grievance, not in every instance, in minuteness, but after one of his own councils has passed upon his own grievance and said " you have a right of appeal " or " you have no right of appeal ", then you go a long way, to my mind, to smooth out this discontent that is in the service at the present time, but if you leave it to somebody, to the Civil Service Commission or to the deputy in the final resort, I do not see where the difficulty resolves itself. We agree to a certain point, but the point where we disagree is that you emphasize an appeal, and I am trying to find a way in which an appeal will not be necessary, that is, to eliminate the causes of complaint, rather to make appeals after the complaints have occurred and that, I think, is one of the main duties of the councils, to eliminate.

By Mr. Brown:

Q. You wish the councils to deal with all matters of promotion before they are actually made, and not that they should simply deal with them in case complaints are made against the rulings of the Commission?—A. Practically that, that we would deal with these regulations.

By Mr. Shaw:

Q. You do not suggest that the council shall make the promotion?—A. No, I do not suggest that.

Q. Your idea is that the promotion shall be made exactly as at present, but that the Civil Service Commission will have the benefit of the judgment of the council, before it makes the promotion?—A. Yes.

Q. In addition, perhaps, to having the benefit of the judgment of the department head?—A. Yes.

By Mr. Chevrier:

Q. If that is so, then I do not see where it is an improvement, because the Civil Service Commission will do as it well pleases, rightly or wrongly, according to the best dictates of its judgment, if you like, but your advisory councils have no more to say, because if they cannot put into force their recommendation, or ask somebody to put their recommendation into force, I do not see why it should exist. In this way your council is dissatisfied with the proposed promotion. The Civil Service Commission in its wisdom says " no, Mr. So-and-so will be promoted ", then your council is finished, so you might as well talk to the winds. —A. I do not go as far as to say the council recommend that Mr. So-and-so should be promoted.

Q. You are reducing it to practically nothing.—A. I was only dealing with one phase of rating cards, which are the main factors of promotions at present.

Q. Supposing the council rates the cards, and as a result of the rating of the card Mr. X is the top man for the promotion, that recommendation of your council would go before the Commission. Mr. X is recommended for the pro-

motion. Supposing now that the Civil Service Commission did one or two things: they can appoint; they can promote this man or not. If the Commission promotes him, well and good, nothing is said. If the Civil Service Commission think the rating is not right, and if its investigators look into it, its examiners, and it goes fully into the question and they find that Mr. Y should be rated higher, then all your trouble is useless. You have presented your case. You have done the best you could, and yet the Commission or the deputy minister, or anybody else has got the final word over you, so you have lost all your time? —A. That was not my suggestion at all.

Q. I am trying to find a way out of this thing in order to get to a place where the final decision would be for both parties concerned and see if they will not give the service more satisfaction.—A. My suggestion is that the council will only pass on special cases, where a man's rating is above or below normal; for instance, a man came up now for promotion, and somebody makes out the card. There is something about the man's looks, or about his past records, or something else, that the rating officer does not like, and he marks him down and nobody knows about it.

Q. That is a departmental officer?—A. That is a departmental officer rates him too high or rates him too low.

Q. He has rated him too low or too high but as he came before your council, your council recommends it was too low, and rated him higher or vice versa; it comes to the Civil Service Commission, and they are not satisfied with your rating, and they put in another one. I am open to conviction, and you have not covinced me yet.—A. The point is this, men have been refused promotion because their records were not clear. Their records were not clear perhaps eight or ten or twelve years back, but they had been quite clear for three or four years; other men come into sudden prominence in a certain department, and they are pushed right ahead regardless of the fact that eight or ten years before their record was not so clear. I believe there should be some way of clearing that up, and that is not on record any place. That is in the mind of the man who is making the recommendation for promotion.

By Mr. Simpson:

Q. In other words you want a record of every position to go into the Civil Service Commission?—A. Yes.

Q. In other words, he will promote himself according to his record?—A. Yes, if his record is bad and he cannot get promotion now, there is a chance for him sometime to clear that record up, after a year or three years or five years, whatever the case may be.

By Mr. McBride:

Q. Is it not a fact the C.P.R. keeps that system?—A. I could not say as regards that.

By the Chairman:

Q. The vital point comes in connection with the recommendation of the man, not only on his clerical record, but on his personality. How do you propose by a set of cards to judge whether a man is worthy of promotion or not?—A. I do not know whether that can be fully covered. A man's personality is a pretty elusive thing.

Q. I am probably not making myself as clear as I should. These examinations are only a very small part of the qualification of a man for a position?—A. Yes.

Q. A man with ideas, as the English educationalists hold, is a very very valuable man. Do you not consider that the chief clerk of a department or

the deputy minister is really the best man in the first place to recommend who should have the promotion, provided the question of favouritism can be eliminated from his recommendation?—A. Well, it seems to me the provision answers the question that favouritism cannot entirely be eliminated. It may be in a great many cases.

Q. I am asking that question, if there were no such thing as favouritism. If you could get absolute equality in the selection, do you not think that the chief or any man who employs a group of men is the best judge of the fitness for this man's promotion?—A. I realize that they are acquainted with their work, also the responsibility. With all those provisos, I would say yes.

Q. Does it not seem, as it does to me—I am willing to admit it, that it is the function of the department head to make his selection, because he then will take into consideration the ideals of that man, the personality of that man, and the fitness of the man for the position. Allowing that he does those things, he will get a better man. Does it not seem to you that the very use of council is to justify his opinion, or correct his opinion? Bearing in mind the fact that the Civil Service Commission, on a set of cards, or on a given amount of information may make an appointment or a promotion, not being in contact with the man all the time like his chief is, it is not possible for them to know his personality, to know his fitness for promotion?—A. That is quite true, but I allude to the cards more as a record that will come in as a test for promotion. I would not say they should be the final test for promotion, that where a certain position is vacant, the Commission would dig up the cards and say "This man has the best record and is going to get promotion."

Q. You see my point? If the Council is there to govern the appointments or to correct anything that might lead to partiality, the appointment being made by the head of the department, it strikes me that more justice is done and more efficiency obtained.—A. Well, the difficulty that crops up in a large department of course is just this, that the head of the department does not know a lot of his employees at all. I presume the head of the department is often advised by his chief clerk, and the chief clerk would know.

Q. We are discussing the question of promotion. It seems to me that it is not very well handled unless the man who really has the office under his charge has some right of selection over those who endeavour to perform their duties and appear competent.—A. I grant you that; there is a whole lot in that, but it is left to his selection alone, then if you happen to get in a higher position—

The CHAIRMAN: I am not doing that. I am not considering that. We are considering the question of the right of the head of the department to select his men on the knowledge of their work and then we are suggesting the council as being a factor controlling those promotions, to eliminate all sorts of unfairness and patronage. That was the presentation of council I think we had, Mr. Shaw.

Mr. SHAW: I do not understand what you mean by control.

The CHAIRMAN: The actual approval of the recommendation by the chief clerk. That is one idea I had.

Hon. Mr. MARCIL: If it is not approved, it is no good. The inter-department council would handle it.

Mr. SHAW: The point is, you do not give the deputy minister the responsibility as to who he should take. You put it in the hands of a council.

The CHAIRMAN: That is really the way it works out in a great majority of industrial councils. The foreman makes the suggestion and unless there is some complaint, his suggestion is adopted.

Mr. BROWN: The council is simply there to correct any disposition there may be towards favouritism. After all is said and done, the industrial council is there to see that the employees get justice. As long as the business functions in a just manner, there is no reason for the council to regard those. That is simply a form of council administration.

Mr. SIMPSON: It is practically the same as Mr. O'Connor's idea. He wants them to come to the Commission.

Mr. SHAW: He says "I want the appointment left with the Civil Service Commission". The deputy minister makes his representation to that body.

Mr. CHEVRIER: Not for the appointment.

Mr. SHAW: I am speaking of promotion. We want the privilege also of making our recommendation to the Commission in connection with ratings, on the part of the applicant for promotion. Is that correct?

The WITNESS: Yes, I think that is correct.

The CHAIRMAN: The objection I was suggesting was, the chief clerk of the department would take into consideration the personality of that man, and his enthusiasm and his loyalty, whereas his fellow employees might not consider these points.

By Mr. Shaw:

Q. The point would be that the Civil Service Commission in making the appointment would have the benefit of the judgment of the council, his own fellow employees. They would also have the benefit of the judgment of his superior officer. I think the Civil Service Commission would welcome a service of that kind.—A. There are many other duties that would be put on the council. I simply suggest that one duty, which the council, I think, could perform and take full responsibility for. The composition of councils I am not prepared to discuss, except this: I think it will be found in setting up councils that you cannot start at the bottom. You cannot start with the department. You have to start with some sort of central council, and work down, and any proposal of a very large central council, I think is one that will defeat the object of the councils.

By the Chairman:

Q. Say that again. You cannot start at the bottom?—A. You cannot start at the bottom or you cannot start at the department, but you must have a central council first, and the central council can draw up rules and regulations with regard to deputy ministers, and the departmental council possibly with regard to branch councils, outside positions.

Q. That is, you go along as you find need for it?—A. Yes, that they should be developed.

The CHAIRMAN: My opinion is, it would look better if you could make your council idea so simple that it would be appreciated and understood by the Commission, the department and the employees.

Mr. CHEVRIER: And ourselves.

WITNESS: I am absolutely in agreement with that.

The CHAIRMAN: If you start in with too complicated a system, it is going to be quite a difficult thing to convert the interested parties.

WITNESS: I am absolutely in agreement with that. In 1919 when I appeared before the Committee of the House with respect to the bill, what I suggested then was that legislative sanction should be given to the board here; and what I suggest now is that legislative sanction be given to set up the councils, that those councils take over such duties as should be given to them; I would not

undertake to define them in an Act of Parliament; I think anybody who does will inevitably get into difficulties; they will include some things that were not intended and leave out things that should have been put in; but if you give authority to set up these councils then an organization can be set up which will see that councils are brought into effect; and I agree absolutely with what the Chairman says, that these councils should be as simple as possible; and if you attempt to give them too many duties they will start at the simpler ones, and the ones they like better, and neglect a lot of others; but if you hand over by degrees certain duties to the councils then the councils will be able to undertake the duties and develop their work, and find out how co-operation works as between the employer and employee. In this case we must not forget that the employer is simply a higher employee, that is the administrative officers are also civil servants; so that the idea would take some time to develop. I was about to say that any idea of setting up a very large council as a central council seems to me to be one that will defeat the objects desired; that unless your central council is composed of, I will not say any more than 15 members, 7 or 8, or 8 or 9 at the most, on each side, you will have so many viewpoints that it will take an interminable time to arrive at any conclusion; and if that can be reduced to four or five on each side you would probably make just that much better progress.

Now, I have not anything particularly more to say with regard to councils. There is one other matter I should like to touch on, and that is the matter of superannuation. In 1918 when the Civil Service Amendment Act was before the authorities—

By Hon. Mr. Marcil:

Q. Would you object if I asked you about the outside service? You started out by saying that the legislation of 1918 had greatly improved that of 1908, that the outside service was by far the most important, because of the larger number of employees; could you tell us the view of your association as to the result of that legislation in 1918, whether it has been satisfactory or not, and if any improvements could be made in it?—A. I fancy it would be better to have some of these organizations speak for themselves. I know their opinion with regard to it, but I expected there would be here the representatives of the Dominion Customs Association who could give you an opinion as to how that works there—I have heard employees in the organization, and also postal employees express the opinion that the handing over of the postmastership and the collectorship of customs to the service as rewards for long service had been a great benefit to the civil service and a great benefit to the servants themselves.

Q. Is it not a fact that much more was given to the Civil Service Commission than should have been given, because of the fact that a large number of classes have been eliminated since?—A. I could not say as to that.

Q. Is it not to your knowledge that a large number of classes have been eliminated?—A. Yes.

Q. And others have been asked for—A. I did not know that.

Q. You are not familiar with the way appointments are made in the rural constituencies of these small positions of postmasters and lighthouse keepers and wharfingers?—A. I have heard something of it.

Q. You know that practically rests now in the hands of the department; although nominally in the hands of the Commission the matter is being worked by the department?—A. I know something of that; but with regard to that, I would say just this, that civil servants through their organization and applying for the merit system have in mind those people who make the civil service a

life work, and they are not dealing particularly with those half time positions where a man does a certain amount of government work and has the name of being a civil servant, but is not actually a full fledged civil servant.

Q. You think that latter class should not be classed as civil servants and put on the same footing?—A. They are not really civil servants.

The CHAIRMAN: They were, previous to the action of the Civil Service Commission releasing them.—A. Whatever name they are called by, they are not actually civil servants.

By Hon. Mr. Marcil:

Q. But they were civil servants by the legislation of 1918, they were put under the control of the Commission?—A. Yes.

Q. Is it not known now that the legislation went much farther than it should have done?—A. Some people think it went too far.

Q. The fact that the classes have been eliminated show that the legislation went too far?—A. The Commission seems to think so; they eliminated the classes.

By the Chairman:.

Q. You do not think that a postmaster where he really occupies the position because he has the most convenient store, and a little revenue office, is a civil servant?—A. No.

Q. That was the viewpoint of the Commission when they released them. that they were really not very easily handled, and they were better handled by the department?—A. That has nothing to do with the merit system. As a matter of fact the postmasters' association attempted to try to obtain membership in the civil service federation, and our members objected, that they did not want such an organization in the federation.

Q. These revenue post offices in the country with the exception of places like Hull—those are exceptions—the occupants of those positions cannot really be classed as civil servants?—A. No; I would say where they are not giving their full time to it; but if a postmaster is giving his full time and employing an assistant—

Q. Then he is paid a salary?—A. Yes. For instance, the postmaster at Oshawa was only put under salary a couple of years ago.

Q. Those are exceptional cases?—A. There are towns of very considerable size where a postmaster must give his whole time to postal work, or employ somebody else to do it, and it is a question as to whether those positions should not be considered as civil service positions.

Q. They are, I think. It arose this morning with one of the witnesses from the amputation, association—I don't think the Civil Service Commission should be criticized where probably some man has a store, and a suitable man for the office, if they did not give it to the particular amputation case; there is the personal factor as to who is going to give the best service to the community. It is very hard to carry out the exact working of the Civil Service Act for 1918 in the outside service, revenue post offices, and give justice to all classes in the Act, which says that certain classes of men shall have the preference.

By Hon. Mr. Marcil:

Q. The appointment of a lighthouse keeper, would you insist on a competitive examination where every man is capable of doing the work?—A. No.

By Mr. Chevrier:

Q. Would you insist upon a demonstration of skill as called for by the law?—A. I think it would be a useful thing.

Q. Is it practicable?—A. It may not be practicable, that is to say if you have to wait to see when a storm comes up as to how a man is going to handle a boat in a storm.

Q. So that those cases that are susceptible of demonstration of skill, and those cases also that do not come under the merit system like these positions of lighthouse keepers, brick layers, and stone masons, and the like, you personally and I think your organization also, do not see any great harm done in releasing them from the operation of the Act?—A. No; I do not see any harm; we are interested in the merit system in the civil service.

By Hon. Mr. Marcil:

Q. These cases are not civil servants in your idea?—A. No.

By an Honourable Member:

Q. Does your organization ask for further exemptions from the Civil service?—A. I don't think our organization asked for any exemptions.

Hon. Mr. MARCIL: Probably for the reason their membership are not interested in getting the exemptions, becauset hose who asked to become members of the association like the postmasters' association were refused.

By Mr. Shaw:

Q. Did your organization protest against the exemptions?—A. I think not; there was some talk about it, but I think there was not any formal protest made.

By Mr. Brown:

Q. Your present attitude towards the civil service is that it should be a somewhat more exclusive organization than it is—it was in harmony with the idea that certain classes should be eliminated?—A. I do not like to put it on the basis it should be more exclusive, but I do not think that a lot of these employments or these positions, fall within the civil service.

Mr. BROWN: I agree with that myself—certain labourers, for instance, at the experimental farm.

Hon. Mr. MARCIL: I understood the witness to designate them as part time employees.

By Mr. Chevrier:

Q. Have you anything to say about superannuation?—A. Yes. I don't know that it is at all necessary for me to go into the details of the superannuation scheme, but there is just this I would like to say about superannuation, that I think the scheme should be brought in the sooner the better; putting it off does not solve the difficulty; it only means new difficulties; and if you are going to eliminate civil servants and eliminate them on a fair basis you can only do that with a proper superannuation scheme. The Calder Act serves to a certain extent, but it is not sufficient to cover a great many of the cases that crop up. In respect to the superannuation scheme, I think this, that such a scheme should be drawn up with regard to future entrance to the service, that is to say a scheme which will be fair alike to those entering the service and to the Government, their employer; and then arrangements should be made to bring the various classes in the service at present under that Act. They naturally come under with varying terms, because some have an amount in the retirement fund that they could pay in to pay back rates; others are in other positions. The terms would have to vary in all cases; I think they should be at least as generous as the Calder Act provides at the present time. That is practically all I have to say with regard to superannuation. The organization has put forth its view, and my view is this, that there is no time like the present, and that superannuation should be brought down without any delay.

The Committee adjourned until 8 o'clock p.m.

EVENING SITTING

Monday, April 16, 8 p.m.

The Committee resumed at 8 p.m., Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: Miss Reynolds is the first witness.

Miss GRACE REYNOLDS, called, sworn and examined.

By the Chairman:

Q. Will you give us your name?—A. Miss Grace Reynolds.

Q. What is your position?—A. President of the Halcyon Club.

Q. You are employed in the civil service?—A. Yes.

Q. In what capacity?—A. In the Auditor-General's Department.

Q. What is your position?—A. Senior audit clerk.

Q. Do you wish to make a statement, or do you wish to be examined?—A. I would prefer to be examined.

The CHAIRMAN: Members of the Committee may be rather at a loss to know what questions to ask you. Probably, if you would state your views or the views of your organization they would be in a better position to question you.

By Mr. Chevrier:

Q. You represent the Halcyon Club?—A. Yes.

Q. That is an organization of what?—A. Of the women of the civil service.

Q. Representing how many members?—A. Last year we had a membership of, I think, 350.

Q. Are they also members of other organizations?—A. They may be.

Q. Your organization is for what purpose?—A. It is for the purpose of organizing the women's civil service, to bring them together.

Q. And to look after the particular needs of the women in the service.—A. Yes.

Q. Supposing we take it up this way. Have you any suggestions to make regarding the operations of the Civil Service Commission, or any criticisms to offer, for instance, say we divide it up, and say we take the question of classification in the civil service. Have you any suggestions to make, or criticisms to offer?—A. I do not think the classification has been altogether satisfactory to the women in the service.

Q. In what way?—A. I suppose they have not been classified as highly as they think they should be.

Q. That would be, then, the range of salaries. Now, then, have you any other grievances against the classification?—A. Just general grievances; I think the service generally is dissatisfied with the classification.

Q. What is the grievance, because the range of salaries is too small, or because it is too big?—A. There are too many classes, I think, for one thing.

Q. Too many classes under the present classification? What would you suggest?—A. I would suggest condensing them. There is very little difference between a great many of them.

Q. You would suggest reducing the number of classes?—A. Oh, yes.

Q. Are you aware of the classification as set out in the 1918 Act and the 1908 Act.—A. The 1908 Act? Yes. There were only six or eight classes under the 1908 Act, I think.

Q. And you would rather go back to these divisions than keep up the present classification?—A. Not necessarily these divisions, we might have more than that, perhaps, but rather less than 1,700.

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Q. Could you let the Committee at some later time have a memorandum of your views on that, so we could pass on to another subject. I mean if you cannot make any suggestions now as to the number of classes you would like the Service to be divided into—A. I do not think we can make any definite suggestions as to that, we have not gone into it very deeply.

Q. Now, another subject in the service ist hat of promotions; have you any suggestions to offer as to that?—A. I think promotions might possibly be left a little more to the departments than they are.

Q. You would rather have the promotions handled by the departments; by that, do you mean the deputy ministers?—A. The deputy ministers, but not altogether; I do not think they should have complete authority.

Q. What would be your suggestion?—A. Some sort of board of appeal.

Q. Were you here this morning when somebody suggested—and it has been suggested before—that the deputy minister should act with councils of some kind?—A. I was not here this morning.

Q. Would that meet your views?—A. Yes.

Q. Would you take the promotions away altogether from the jurisdiction of the Civil Service Commission, and let the deputy minister handle them, with the aid of these councils?—A. The Civil Service Commission really has no way of knowing who is qualified for a promotion, except through the department.

Q. So that after all the best man to make a promotion is the man who knows the most about it?—A. By all means.

Q. And that is the deputy minister or head of the department?—A. Yes.

Q. Now, have you anything to offer in that line, or any suggestions to make in the line of appointments?—A. As far as appointments go, I think the Civil Service Commission can handle these perhaps better than any other body.

Q. Very well. Now, take salary revision. I am asking you these questions because I do not know whether you have any suggestions to offer, and I have to take the various heads.—A. We prepared no statement whatever. As to salary revision, it comes to be badly needed in the Government. The bonus has not been particularly satisfactory.

Q. No, I suppose the bonus—of course you would like to have that continued until the salary revision?—A. It is the only form of salary revision we have had.

Q. Another thing, now, is the superannuation; have you anything to say on superannuation?—A. The Halcyon Club is very much interested in superannuation.

Q. You have no special scheme?—A. No special scheme; we have seen all the drafts that have been brought forward, the Power Bill and the White Bill.

Q. But you are all in accord that a superannuation scheme is of momentous importance?—A. It is necessary, yes; I think it is necessary for the efficiency of the service.

Q. Have you anything to say about the board of hearing, and its functioning?—A. I think the board of hearing is functioning—

Q. Not satisfactorily?—A. I do not know, as far as it could go I suppose it has done a great deal of good; possibly it might have done a great deal more.

Q. I do not know whether it could have; personally, I do not know.—A. I think things would have been much worse, if we had not had it.

Q. Have you any suggestions that you want to make towards the betterment of the conditions of women in the service?—A. The position of women in the service, I think, is on a parallel with the position of women outside the service.

By the Chairman:

Q. Do you mean on a pedestal, by that, Miss Reynolds?—A. No, I do not.

Q. That is where we used to say they were before we gave them the vote. —A. Yes, but they are rather handicapped in the commercial life; I do not know that it is much worse in the service than outside, but it seems to be general, and we certainly suffer from it in the service.

By Mr. Rinfret:

Q. Has your club anything to do with the outside service?—A. No.

Q. I mean the branch or branches of the outside service which happen to be in Ottawa.—A. Of course, our membership is open to anyone in the service.

Q. Even from the outside service?—A. If they are employed at Ottawa.

By Mr. Martell:

Q. It is more of a social club?—A. There is a social side to it, it was formed in the first place as a branch of the Civil Service Commission, a woman's branch.

By Mr. Rinfret:

Q. In your suggestions towards improving the service, do you differentiate between the outside and inside service.—A. Not at all.

By Mr. Shaw:

Q. What is your total membership?—A. Last year it was 350, I think.

Q. What is it now, do you know?—A. It is not quite 300 now.

Q. Do I understand from your last question that your membership is entirely in Ottawa?—A. Entirely in Ottawa.

Q. You have no representation from outside of Ottawa at all?—A. None whatever.

Q. Are these boards of hearing you speak about still in operation?—A. I do not know that they are.

Q. You do not know whether they are functioning at the moment satisfactorily or not.—A. I do not know that they are functioning at all, now.

Q. Do you mean by that they have stopped?—A. I do not know whether they have stopped.

Q. In order to get the views of your organization which you are presenting here to-night, did you have a meeting?—A. We have had executive meetings, we have had general meetings of the club.

Q. When did you have your last meeting to consider your views which were to be presented to this Committee?—A. About a week ago.

Q. That was a general meeting?—A. No, it was a committee meeting.

Q. What I want to get at is this, the membership of this organization must have some say in directing the views of the executive.—A. They do. We hold general meetings occasionally.

Q. When did you hold your last one?—A. Not for quite a while.

Q. That is quite indefinite; a year or two years.—A. More than that.

Q. More than a year?—A. More than a year, yes.

Q. So the views you present to-night are the views of your executive only? —A. They are the views of the executive but they are also the views of the club as they have been gathered in general meetings in the past. We have had them when any special question would come up. We have had several on superannuation.

Q. But not having held any for over a year you would not be able to tell me what the views of your organization are on the subject of exemptions such as the civil service exemption of last June?—A. I do not think I understand the question.

Q. Are you aware that several classes were exempted from the operation of the Civil Service Act last June?—A. Yes. I do not think our organization is

particularly interested in them. They do not come in our association at all, of course.

Q. The suggestion which I believe you make here, outside of your complaint about the classification, is that promotions should be left to the department head?—A. Yes.

Q. That is the suggestion which the organization has to offer.—A. Not without some board of appeal, or something like that.

Q. What would you suggest the board of appeal should be, the Civil Service Commission?—A. It might be the Civil Service Commission, it might be the board of hearing, it might be a committee in the department, almost anything might be.

Q. It was suggested by Mr. O'Connor this morning that in his view a very desirable way would be for the councils, departmental councils, to make their recommendations to the Civil Service Commission in connection with promotions. A recommendation would also come from the departmental head, and then the Civil Service Commission could make the appointment in the light of the recommendations, not only from the staff side, but also from the official side. Has your organization considered such a scheme as that?—A. Is that not the scheme on which they are working now?

Q. No, the staff side has no right to make any recommendation. That is in addition. Has your organization considered anything of that character?—A. No, we have not considered any special plan.

Q. As I take it the suggestion which you are making here about promotions is not the considered view of your organization.—A. Not as to detail.

Q. You suggest also that the appointments, all appointments, should be left to the Civil Service Commission.—A. Yes.

Q. Why not leave these to the deputy ministers, too?—A. I do not see how the deputy ministers would be able to handle anything like that.

By Mr. Chevrier:

Q. And that is the only reason why you would not let the deputy ministers handle it?—A. That is a sufficient reason, I should think.

By the Chairman:

Q. Miss Reynolds, you outlined the fact that as an organization of lady civil servants, you do not think your treatment is quite as good as it should be. Have you any statistics which might be of interest to the Committee as to the permanency of the ladies in the service, the average number of years that a girl stays in the service. You have no such statistics?—A. No, we have no statistics.

Q. One of the arguments that is used against giving girls preference as to promotion is that they are not permanent. I was wondering as to what degree that statement was true of the civil service, and I thought probably you might be able to give the Committee some accurate figures on it.—A. There have been quite a number of them superannuated after thirty-five years service.

Q. You do not know the number?—A. No, I do not know the number.

Q. Your views on the working of the Civil Service Commission, which is the real reference for the Committee, is that the Civil Service Commission is a good body, it is performing its function of making appointments satisfactorily?—A. As far as I know the principle is all right, any way.

Q. You are satisfied with the principle of the Civil Service Commission making the appointments?—A. Yes.

Q. But you do feel, on the question of promotion, that if there were some body to regulate and take away the idea of favouritism, the question of promotion could be better handled by the departmental heads.—A. Yes.

Q. The other question that sometimes is discussed by the Committee, that has been discussed by the Committee, is the question of technical, administrative, and professional appointments. You are not particularly interested in that, I suppose, because you have not many among your members.—A. Not a great many.

Q. You have some?—A. Yes.

Q. Has your association any views as to whether or not you think these technical men should be appointed by the Civil Service Commission as at present, or should be selected by the departmental head?—A. I gathered from the evidence of some of the Commission, as I read it, that they were appointed now by advisory boards, experts along a special line.

Q. Appointed by the Civil Service Commission, and the Civil Service Commission engages outside examining boards. Is that what you refer to?—A. Yes.

Q. You think that method is quite satisfactory?—A. I should think it would be.

Q. You think it is better handled that way than by selection by the departmental heads themselves?—A. Yes, I think so.

The CHAIRMAN: Are there any further questions to be asked this witness?

By Mr. Rinfret:

Q. I was going to ask this. I understood the lady to say that there were 350 members in the club.—A. That was our membership last year. The membership lists are not closed this year yet.

Q. What proportion would that be of the total number of ladies engaged in the service, have you any idea of the number of women?—A. It is a very small proportion.

Q. It is a very small proportion?—A. Yes; of course our membership fee is $5 a year, which to some of them seems very large.

Q. While I do not want to infer anything against the club, how many ladies are engaged in the service, to your knowledge; what is the number, have you any idea?—A. I do not know the number.

Q. Would it be many thousands?—A. I should think it would be three, perhaps four or five thousand.

Q. You do not mean in Ottawa alone?—A. I think I have heard that number given.

Q. Is that in the departments at Ottawa?—A. I do not know myself, I have heard that estimate given.

Mr. MARTELL: Dr. Roche is here, he will probably know.

Dr. ROCHE: I do not think it would be far out of the way to say 3,000 or 4,000 at least.

The WITNESS: Of course, a great many of the women in the civil service—

By Mr. Rinfret:

Q. Have you any idea as to whether the general feeling in the service among the ladies is the one you have expressed to-night?—A. I think it is, largely.

Q. It is largely that as regards these things?—A. For one thing, there are a great many of the women in the service who do not belong to our organization, yet they expect us to represent them.

Q. You are supposed to represent even young ladies in the service who are not members of your club?—A. They sometimes expect us to.

By Mr. Brown:

Q. Are there any other ladies' organizations in the service except yours?—A. It is the only one I know of except the office cleaners.

By the Chairman:

Q. Have you anything special to contribute, Miss Reynolds?—A. I do not think so.

The CHAIRMAN: We have Miss Burt, of the same organization, gentlemen.

Miss F. M. BURT, a witness, called, sworn and examined.

By the Chairman:

Q. Miss Burt, you are a member of the executive of this club?—A. No, Mr. Malcolm, I am not at present a member of the executive, but I am a member of the committee on legislation.

Q. Of the Halcyon Club?—A. Yes.

Q. You are employed in the civil service in Ottawa?—A. Yes.

Q. In what capacity?—A. In the Customs department, in the laboratory.

Q. Your position there?—A. I have been classified as a sugar tester, although I do other work besides that.

Q. Have you any statement to make, or do you wish to be examined?—A. Of course, we did not make any special statement, we expected to answer questions, but at meetings of the Halcyon Club from time to time certain views have been expressed; and of course, although we have not had a general meeting in regard to this particular Committee, we are endeavouring to express opinions that we have had expressed at meetings from time to time on different subjects. Of course, one very important subject has been superannuation, and the women of the service, and I think we can practically speak for all women of the service—they want no distinction made whatever between the superannuation for women, either in the amounts or in the advantages which we receive from superannuation. Now, of course, in nearly all superannuation bills at least we hope that the Superannuation Bill that will be brought up, provides for the dependents, so that while a man may draw superannuation for his wife, the women would also like to have provision made for any possible dependents in the way of an aged mother or other relatives that may really be dependent upon the woman who is in the service. We want to pay the same rate as the men, so we can reap the same benefits.

By the Chairman:

Q. Where you are really the head of a house?—A. Yes, if a woman is actually the head of the house, we would say that she should have the same privilege as a man.

Mr. MARTELL: These are all details for a superannuation committee, I think, Mr. Chairman.

The WITNESS: We want that to be embodied into the details of the plan; we want that particular subject embodied.

By the Chairman:

Q. Are you in favour of a withdrawal privilege when you leave the service?—A. Of course, there are very many views expressed, that women should not be compelled to pay superannuation, because so many of them may withdraw before they have been in long enough for superannuation. We claim that either a man or woman who leaves the service before they have been in long enough should have coming to him or her a cash surrender value according to what he has paid in. I do not think any person should lose what they have paid in to the retirement fund.

Q. You, of course, have not any figures, I presume?—A. No, of course, we did not go into the details, just two or three general principles we wished to have brought before the Committee in regard to superannuation.

Q. I do not wish to make any recommendations to your organization, Miss Burt, but it seems to me if you are the only organization of women employed in the civil service, you should have got statistics, which you might very readily have compiled as to the number of women in the service and the average of their permanency which would be useful in backing up your views of superannuation. You have no idea how many ladies go into the service and only remain one year or five years or ten years?—A. No, and of course since our organization has not been really functioning as we originally intended it to do, owing to the war, and because there were so many temporary branches of women in the service that since have been disbanded, we have been at a great disadvantage in keeping any statistics in regard to women in the service, for that reason.

Q. But such membership as you have, that 350 are in favour of superannuation?—A. I think so. Of course, we can only express what we have heard expressed; I have never heard anything expressed in opposition to superannuation.

Q. Do you think it should be optional?—A. Of course, I do not think it should be altogether optional; I mean, as soon as any person is permanent in the service she should pay into the retirement allowance, into the retirement fund, but if that person withdraws from the service before being in long enough for superannuation, she should have some compensation for what she has paid in.

Q. What is your opinion as to the way in which the Civil Service Commission has made appointments?—A. Well, of course, that is a pretty broad question. We think that for the ordinary clerical positions the Civil Service Commission has functioned very well indeed.

Q. You are quite in favour of the retention of the operations of the Civil Service Commission?—A. Yes, I think the women of the service stand very much in favour of having the Civil Service Commission.

Q. The questions that were asked Miss Reynolds I suppose might also be asked of you, although you are representing the same organization. What are your conditions with regard to the question of promotion that Mr. Brown and I spoke to Miss Reynolds about?—A. I do think a departmental advisory board should function in some place with regard to promotions, but the Civil Service Commission cannot understand or know the work of the department, as a department does, and I would not leave that in the hands of one person. There should be a board of appeal or some person where different candidates would feel they were represented.

Q. Generally your views are like a good many other employees', that the department can handle the position, if they are controlled, with some semblance of fitness?—A. Yes, but we have felt at times that there was favouritism shown in the past.

Q. That is generally the feeling of the women of the service?—A. I know that it is very hard to criticize, but sometimes the system in vogue in the department is responsible for that. There must be so much specializing in the work of the service, persons have served in one branch of the department so long that they specialize in that work, and they know very little of the work in any other branch of the department any more than they do about any other department. I would suggest very humbly that in the department there should be some book of information so that all clerks in the department are familiar more or less with the routine of all branches of that department. Some branches are overmanned at some particular times owing to the variety of work, and other branches where possibly some of the clerks are not employed for all the time; and there are cases where it has been claimed, and I think justly, that favour-

itism has been shown in letting a particular person know the work of the department, and other clerks not knowing it; what might be called "hogging" the work so that they keep it under their control. I do not mean "hogging" the amount of work.

Q. I mean that you have personal knowledge of criticism on account of favouritism being shown?—A. I will express the criticism we were stating here. The classification showed that certain people were picked out in the departments and given what might be called the major work and other clerks were given the minor work.

By Mr. Chevrier:

Q. Who was responsible for that?—A. I would suppose the chiefs, or subchiefs in charge of branches.

Q. Has that been done away with by the present system?—A. I do not think it has. It was very much in vogue while the Arthur Young people were going about classifying the departments.

Q. As a result of the representations that were made to the Arthur Young people, and different classifications coming on top, did they do away with the favouritism you complain of?—A. No, I do not think so.

Q. How would you suggest a cure for that?—A. One way I would suggest is just as I have said. Of course, technical work could not be controlled in that way, but in ordinary clerical work, proper control would make clerks in the department familiar with all branches of the work.

Q. Under this honey-combed classification do you think that is possible? —A. No. We are all pigeon-holed.

Q. That is one word I have been using right along. I said the classification was a pigeon-hole classification.—A. I am sure you are more or less familiar with our text book, but I can recommend it as perhaps the best book of short stories in the English language.

Q. I tried to demonstrate that last year.—A. I think any member of this Committee or any member of the House, if he is short of a joke book over Sunday, should read that book and be highly elated over it. When the Arthur Young book started, it embodied our little cards that we wrote out, trying to describe what our work was. If we had known these cards were going to be used and published in book form, we would have made them masterpieces of the English language, English fiction, shall I say? That text book disclosed I think about 1,700 different classes.

Q. There were 2,024 recently.—A. I am glad to know that, because I have mastered very little yet, so I am afraid it is rather hopeless trying to master it all.

Mr. CHEVRIER: You say if the employees had a greater scope it would do away with this tying down of particular individuals in a particular line?

By Mr. Martell:

Q. It would also have a tendency to produce more initiative rather than to make people stultify themselves?—A. I think a great deal more. Some of us have spent years just doing one particular line of work and never get a chance to do any other. According to this classification we have to stay in our pigeon-
to do any other. According to this classification, we have to stay in our pigeon-
hole of the same size in another department.

By the Chairman:

Q. Then you are quite in favour of limiting the number of classes?—A. Very much. I do not know that I would recommend just the number of classes there were in 1908, but certainly a great many less than there are now.

By Mr. Rinfret:

Q. Did you mention a book that you suggested would be printed for every department?—A. I think it should be printed for use among the clerks in the department.

Q. What kind of book would that be?—A. It should be called "Duties of Office; Instruction Work."

Q. Would you mean an extensive book or a kind of a summary?—A. Some departments would require to give a summary of the work of the department, not the clerical. Some departments would require a very extensive book.

Q. That would explain the working of the different branches of the department?—A. Yes.

Q. Who should prepare that book in your estimation?—A. Certain members of the department, the chief, or the assistant chiefs.

Q. Your opinion is that a text book should be prepared by those in charge of the department, outlining their desired method of operating the department, and that text book might be the basis under which the staff could study and thereby acquire information that would make them transferable to other work? —A. Yes.

Q. This text book might also be discussed and therefrom corrections made from time to time, so that as the corrections were made you would all be familiar with the system that you were supposed to live up to?—A. Yes.

By Mr. Martell:

Q. What is the total number approximately of the servants in Ottawa? About 10,000 or 12,000?—A. I think so.

Q. Then there are about 2,200 different classes? A class for every five people on an average.

Mr. CHEVRIER: It would not work that way. There are 50,000 Civil Servants in Canada, with that number of classes.

By the Chairman:

Q. Will you explain your answer, and why you think you are limited in the field of your endeavours?—A. I would like very much to talk of my own case, but for reasons. I have protested my own classification a number of times, so it is now under discussion, so I will not now discuss it.

Q. I did not know it was being discussed at all.—A. I have protested. I will just make that statement. While I do not wish to go into the details of it, I have made that statement, that I should be classified as junior chemist instead of sugar tester.

By Mr. Martell:

Q. Does the fact that you are classified a sugar tester in the Department of Customs keep you from other lines of work?—A. No, it does not, but it keeps me from getting the salary.

Q. What salary are you getting now?—A. $1,600.

Q. Are you a university graduate in chemistry?—A. No.

Q. High school?—A. Matriculation.

By the Chairman:

Q. Your knowledge of chemistry is the result of practical work, I presume?—A. I took the matriculation, specialized in that, and I have had 17 years' experience in the Customs laboratory.

Q. You do other testing, but you are just designated as a sugar tester?—A. Yes.

APPENDIX No. 5

Q. Your idea is that you should be given a classification as a junior chemist?—A. Yes.

Q. That would make you transferable to other lines of work?—A. It would broaden my work completely, and besides, the classification of sugar tester has not, according to the book, been alloted any addition whatever.

Q. In other words, you think people are through their work able to become very proficient in other work?—A. There are a great many people who are in that position.

By Mr. Chevrier:

Q. They become very proficient by keeping up a certain line of work? —A. Yes.

Q. In filling a position of that kind, or in making a promotion, do you think that the man who is in charge of that department would have a very much better knowledge of the particular requirements of that department than somebody outside of that?—A. In the Customs laboratory or in any laboratory, you do not have a vinegar and wine tester, a fat tester and oil tester.

By Mr. Martell:

Q. What department are these in, the wine testers?—A. In our department, so I do not see why they should have a sugar tester?

By Mr. Chevrier:

Q. In your department, you have not got all these testers?—A. They are all chemists.

Q. And yet there is but one class, called sugar tester?—A. Yes.

Q. All the others do relatively the same work on that material you do, on the sugar?—A. That is, of course, the junior chemists.

Q. The junior chemists on the fats and on the oils do the same work you do on sugar?—A. I sometimes do this work, as well.

Q. Although they do exactly the same kind of work on the fats and oils and flax that you are doing on sugar, yet they are classed as junior chemists?—A. Yes.

Q. Yet you are classed as sugar tester?—A. Yes.

Q. Although on other occasions you do the same kind of work they are doing, and probably other kinds of chemical work?—A. Yes.

Q. More than sugar testing?—A. Yes.

Q. As I understand it, you were on the legislation committee of your association?—A. Yes.

Q. What does that legislation committee look after? Legislation of your own organization or legislation in the departments?—A. As we said in the beginning, we have not drafted any particular scheme for superannuation, but as any bill is brought up, we consider it in our organization.

Q. Do I gather you are on the legislation committee looking after the superannuation?—A. That is our chief work just now.

Q. I thought you were on the legislation branch of your own Committee, and thought from that that your committee was looking into the legislation affecting the civil service?—A. We do not draft any ourselves, but as different bills are proposed in the House, or if organizations like the civil service association and the technical institute draft a bill, we consider those from our standpoint.

Q. You are on that committee?—A. Yes.

By Mr. Martell:

Q. Have you presented your views to the Government?—A. No, the technical institute drafted a bill which we did not approve of in principle, and

we registered our protest against it, but we did not directly give our views to the Government.

By Mr. Chevrier:

Q. Now, then, seeing you are on that legislation committee, I presume you must know something about the civil service. What would you say about the present system of handling technical positions exclusively in the civil service and the advisory boards. What do you think about that?—A. Of course that is a very difficult question, because I feel they should be selected by a committee of some kind and not by a deputy minister, although a deputy minister of course knows his department possibly better than any committee could, and could eliminate all chance of favouritism of any kind, well, of not playing the game fairly. It seems to me it should be administered by a committee, but of course the Civil Service Commission, I think, as regards technical positions, possibly in functioning as well as any other organization could.

Q. That is one scheme. Another scheme has been put up in this way, that in technical positions the deputy minister should make the selection of these technical positions, subject to a council, which would advise the Civil Service Commission. What do you say as to that?—A. Of course it depends a great deal on the personnel of the Committee.

Q. Supposing in that case or a case similar to this, you specialize in one branch of the work, you are a junior chemist, but you are in the sugar testing branch, in that particular case do you think that the deputy minister, acting through the immediate head of your branch would not be in better position to pass upon the requirements of somebody to fill such a position than the Civil Service Commission?—A. Well I think the deputy minister certainly should be in a great deal better position than the Civil Service Commission.

Q. But the only objection that you have to that is that you think he might be biased by some influence or other?—A. He may be blamed for being biased sometime when he was not, but when it is left in the hands of one person, he is at that disadvantage.

Q. He may be blamed though he may not be guilty. Do you think that the appointment of an advisory board composed of outsiders from the civil service altogether, but people who have no more idea about what a sugar tester is than probably I have, should sit on that board and select a sugar tester? —A. No.

Q. Therefore I gather you do not believe in the system of outside advisory boards for the selection of technical men?—A. Not unless they know their job, not simply an indiscriminate board.

Q. Supposing you had a board composed of some chemists—suppose now the Commission wants to appoint a highly qualified chemist, specializing in a particular branch. I understand that the classifiers and examiners in the Civil Service Commission sometimes find that they are unable to pass on the qualifications and merits of a highly qualified person; for that purpose they go outside the departments, in order to get a board of some three eminent chemists. Do you feel that these three eminent chemists who have no idea of the requirements of that particular branch have any idea of selecting a proper person for that particular piece of work?—A. No, I do not.

Q. Would it not be very much better if the deputy minister himself selected that person, subject to some control, if the advisory board were composed of chemists now actually in the employ of the government civil service?—A. Yes I do think so. I think that outsiders, no matter how high their qualifications are, have comparatively little idea of the work of the government service.

Q. I have been of that opinion all along, and I do not think it is a heresy or a sacrilege to say that that is quite so. I think it is honesty and common

sense. So far as technical positions are concerned, I think we will agree right off that technical positions which are susceptible of a technical examination should be left to a body such as the Civil Service Commission for appointment?—A. Yes. I think they function better than any committee that could be appointed.

Q. Has your organization given any thought to the labour questions, whether they should become purely and simply civil service employees?—A. We have not had an opportunity of studying the labour question in its relation to the civil service.

Q. Let me put it in a different way. Do you believe that the Civil Service Commission should look after the appointments of stonemasons, bricklayers lighthouse keepers and charwomen? I am looking at it from the civil service point of view of efficiency and proper appointment. Do you think that that should be done?—A. Yes and no. I think if a labouring man is to be appointed down in Halifax the Civil Service Commission have to get their recommendation from some person down in Halifax.

Q. They have to get it from somebody?—A. They have to get it from somebody apparently.

Q. And that somebody might be honest or dishonest; he might influence the Civil Service Commission's judgment. In other words he might fool the messenger or the investigator by giving certain views which are not exactly accurate.—A. He may be the responsible person to the Commission.

By the Chairman:

Q. If he were a member of Parliament would he be responsible?—A. Well I do not know. While I am not in favour of patronage by any manner of means, I should think a member of Parliament, responsible to his constituents, would have to recommend the right man.

By Mr. Chevrier:

Q. You say a member of Parliament would have to see that the appointments he would make would not be a misfit?—A. I said he should.

Q. Take another aspect of the service, in cases of promotions, will you make clear what system you would like to see advocated. Are you satisfied with the existing system of the deputy minister simply making ratings and the Civil Service Commission investigating that rating, confirming or reversing, before making the appointment or promotion, as it sees fit.—A. I think promotions within the department should not be subject to examination, for the most part. There may be times when two or three people are eligible for promotion, and it would be necessary to hold an examination.

Q. In that case the Civil Service Commission should look after it?—A. Yes

Q. In every case where a competitive examination, no matter whether on an appointment, or the transfer of men, wherever a written examination is to take place, undoubtedly the civil service should set that examination, being the examining body?—A. Yes.

Q. If a promotion were to be made in such a case, where there was just one person in line for promotion, and the others where there were two—in the case where there would be one, would you be satisfied to let the deputy minister make that, subject to the control of some advisory council?—A. Yes.

Q. Would you prefer that to the Civil Service Commission making the promotion itself?—A. I think the recommendation should come from the department, whether it comes from the Commission or some advisory board. I think the Commission is functioning very well there.

Q. No matter whether it was the Civil Service or some other Commission, you do not want to rely upon the responsibility of the deputy minister?—A.

I have known cases where favouritism is shown, and the deputy minister might not show favouritism in any sense at all, but he might be accused of it, if it were left in his hands. For that reason, I think an advisory board of some kind is preferable. I think there should be an advisory board in the department working with the Civil Service Commission, I should think.

Q. That would make it very clumsy, the deputy minister on the one side, the Civil Service Commission on the other and the council on the third?—A. I think the deputy minister should be part of the council within the department.

Q. In case of transfers and sick leave and the like, what do you say about the deputy minister's responsibility?—A. Well, at present I think the system of transfers is a mutual arrangement between two deputy ministers.

Q. But it has to go through the civil service?—A. Yes. Of course, transfers, as I said before, have to be from one pigeon-hole to a pigeon-hole of the same size in another department. People in one department naturally would resent having a person promoted from another department over them, unless they had very special qualifications for the promotion.

Q. What have you got to say about salary revision?—A. At present of course there is a bonus. Now, ofcourse, I think the civil servants, while they do not object to getting something to supplement their salaries, object to having it called a bonus.

Q. Would you be satisfied to take the present scale of salaries as a working basis to which there should be added whatever percentage should be found to be due to meet the cost of living, or do you think a general revision of salary should be had?—A. First of all, I think there should be a revision of classification, because you cannot very well revise the salary range with so many.

Q. This present classification would not lend itself to revision of salaries? —A. Not at all.

Q. To that you would add whatever percentage would be necessary to meet the high cost of living?—A. Yes.

By Mr. Brown:

Q. Mr. Chevrier put a question to you a while ago, something like this: do you think that an eniment chemist who has no knowledge of the duties of a sugar tester, et cetera. You answered " no, of course." Naturally an eminent chemist who has no knowledge of a sugar tester would not be competent to advise in anything of that kind. Do you think he would be an eminent chemist if he were not competent to recommend a person to such a position as a sugar tester?

Mr. CHEVRIER: Did I put it that way?

Mr. BROWN: I think so. Are the duties of a sugar tester of such a special nature that an eminent chemist from the outside would not be competent to recommend a person for the department?—A. Any chemist knows the process of testing sugar. I think that answers Mr. Chevrier.

By Mr. Chevrier:

Q. If I put it in that way, I misled the witness, and I do not want to be charged with that, because it was not my intention. This is what I meant. Do you think an eminent chemist, no matter how eminent he may be, or no matter how eminently qualified he may be, or three of them comprising an advisory board are competent to select for a very special branch of chemical work, either in the Custom's Department, the Inland Revenue, or the Health Department, the Experimental Farm, or biology or histology. Do you think they would be perfectly well qualified to find a man who would be properly suited for that position? They might find a man very eminently qualified as

a chemist, who may not be well qualified in the particular line for which the department wants him. Is that a fair statement?—A. It certainly is from an academic standard. A qualified chemist would be able to decide who had the academic qualifications but there is much more in government work than the academic end of it.

Q. You answered my question in the way I put it first. These three eminent men are not able to select that particular man for that particular job, though he may be an eminently qualified chemist generally?—A. Yes. I know perfectly well there are chemists, and in any other technical people in the service who, if they were required to write an examination in regard to their work, would not have any chance possibly at all with some person who had just graduated from a university.

Q. I am going to finish my question. If instead of this advisory board you took a chemist, supposing you wanted to fill a position in the agricultural branch, and you took a chemist from the agricultural branch and you took a chemist from the Inland Revenue or the Health department in testing foods, and you took one chemist in the Custom's department, that is three or four being in the service, doing relatively the same kind of research work, they would be much more eminently qualified to determine the requirements of the person required for that particular branch than three outsiders?—A. I think a person outside the Commission could not possibly know what the work of the service is as well as the people in it.

Q. That has always been my idea, and that is the reason why I would like to see the Civil Service Commission given a little more opportunity to look after their own business, either in the way of council or looking after their own work, and not leave it to the advisory board.

By Mr. Martell:

Q. Coming back to this question of promotion, you say that persons fresh from college would be apt to pass a more creditable examination than a person in the service. For instance, you may be in a department for a considerable number of years, and some other person a great many less years, and if it were a written examination you would probably be a more practical person, but the person fresh from the school would pass a better examination?—A. I think the civil service has felt this keenly very often.

Q. It is the case in the outside world, you might take a fellow starting out of college in any branch of any profession and he will pass a very much better theoretical examination than a person who has been out of college for ten or fifteen years, although the person who has been out of college ten or fifteen years might be the superior man?—A. That is the reason we do not approve of written examinations for promotions in the department.

Q. I do not see why examinations should be held at all; don't you think it would be better with the assistance of one of these councils and the deputy minister, they are better qualified to pick the person in the department for promotion—they do that in the business world?—A. I think the nearer the government service approaches an efficient business, the better.

Q. Take the Chairman's own business, don't you think that he would be well qualified, with the help of his superintendents, to go and pick out a man and promote him to some other higher branch of work in the service rather than by giving him an examination?—A. Yes, undoubtedly, but the service is handicapped in another respect; Mr. Malcolm is responsible for his business, and it is to his advantage to see that everything is done that will promote the efficiency of that business.

Q. Should not that be the case with the deputy, the officials of the department?—A. That is where the difficulty comes why so many different safeguards have to be applied to the government service, because it is other people's money.

By the Chairman:

Q. Do they really have to be applied, or is it that we think they have to be applied?—A. Well, as it is—

Q. Your opinion of the deputy ministers in the departments is that they are pretty efficient men?—A. Yes.

Q. They were all appointed how, by selection?—A. Yes.

Q. They passed no written examination?—A. No.

Q. The Civil Service Commissioners themselves did not go into the service in the way they want other people to go in, did they? Did Dr. Roche and Mr. Jameson pass a written examination to show they were qualified to pass on the selection of others?—A. Of course they had the standing; not on written examination.

Q. And still they are pretty eminent men and very successful commissioners?—A. Yes.

Q. In other words, the late administration selected very competent men? —A. Yes.

Q. They did not pass an examination?—A. No.

Q. Their knowledge of human nature was probably a greater factor in their selection than their academic knowledge?—A. Perhaps so.

Q. Did you go in without an examination—you went in under patronage? —A. Yes, but I had to pass an examination, which was then called a qualifying examination.

By Mr. Martell:

Q. You had some person working to get you in the service?—A. Yes, but I had to try an examination first.

Q. If you go through the civil service you will find some of the best officials who went in that way?—A. Of course our modesty prevents us comparing the present officials with the past.

By the Chairman:

Q. I think we are perfectly safe in complimenting a great many who are in the service who went in that way?—A. I don't think the women of the service are in favour of patronage, for all that.

By Mr. Parent:

Q. Is not patronage a word, more or less?—A. Just what patronage signifies; I mean if you are going to give a position in the civil service for service to your party merely as a political party, that is patronage as we understand it in the service, I suppose.

By Mr. Martell:

Q. Don't you think that a person who has had the confidence of the people must possess some ability and some qualifications or he never would have possessed that confidence? The mere fact that a person has been in politics is not sufficient to say that he is not fit to occupy a certain position, is it?—A. Undoubtedly not.

Q. There seems to be a tendency to say that because a person has been in Parliament or an active political worker, therefore he must be tabooed. I don't think so. A man who represents a constituency must have the confidence of a great many people.

Mr. McBRIDE: Do you think a person who went to the country and was turned down should have any influence in getting people positions?

Mr. MARTELL: Certainly; if he had a respectable number of voters behind him he must have been a man of some standing in the community.

WITNESS: I am afraid they are trying to get me to endorse patronage.

By Mr. Parent:

Q. I understand you said that your grievance against the service was that it was a pigeon-hole system, automatic, mechanical, moving from one place to another in a very mechanical way—that was your description of the service; don't you think that a system of promotion by the heads of branches or by the deputy minister even with the chance of occasionally it being tinged by some favoritism would be preferable, more humane and more stimulating to the servants than the pigeon-hole system we have now?—A. The pigeon-hole system we have now, a great deal of that could be done away with altogether, if the classification were simplified; there is no need of all these pigeon holes.

Q. There would be fewer compartments, but the system would be the same, you would have more pigeons in the one compartment?—A. Promotion in the department should be more in the hands of the department than it is at present.

Q. We all acknowledge there are defects with either system, but we are making comparisons, trying to improve the present one. I would infer from your evidence that the worst of all systems is the automatic, mechanical, pigeon-hole system that you complain about?—A. Yes, the system as we have it now, where so much specialization is required of the employees, is certainly detrimental.

Q. You would not say that in all cases where a deputy minister would make a promotion he would do it through favouritism, you would not say that?—A. No, I do not mean to imply for a moment that the deputy ministers are going to show favouritism in all cases.

Q. We are speaking generally; you would say that in certain cases?—A. In some cases they would.

Q. In a proportion of cases he would be moved by favouritism?—A. Sometimes he might be.

Q. You admit that by the automatic system we have now, occasionally the wrong man and the wrong woman is promoted?—A. Yes.

Q. How would the two systems compare?—A. I would repeat again that I think all promotions should be in the hands of the department a great deal more than they are now.

Q. For the reason that in more than the average cases the promotion would be given to the right man?—A. Yes; there is positively no person outside of the department could possibly know who is the more efficient in the department, who is the more capable.

Q. Is it not a striking fact—may be you have not seen it as we see it—is it not a striking fact that the civil service are quite willing to let the Civil Service Commission make the appointments, that is to say deal with the outside people, but as soon as they are concerned themselves they do not want the Civil Service Commission to act?—A. I am afraid I do not quite understand that.

Mr. Brown having taken the Chair.

By Mr. Martell:

Q. Your association is of the opinion that the appointments should rest with the Civil Service Commission but not the promotions?—A. Not as much.

Q. You are concerned with the promotions alone, are you not?—A. If they were once in the service.

Q. If you were not appointed you would not be in your association?—A. Of course it makes a difference to us also who the new appointees are.

Q. In what respect?—A. Well, we have to work with them.

Q. They work under you?—A. No, sometimes they do not.

Q. Have you had experience of appointees under the old regime which were not satisfactory?—A. Well, of course, no matter what system you get there will be some people who are not satisfactory, no matter what system; that is bound to happen, no matter what system you have, who will not be satisfactory.

Q. That is not the point, the civil servants, as far as they are concerned do not want the Civil Service Commission to deal with them?—A. Oh no, I have never heard any idea of that advanced; that we do not want the Civil Service Commission to deal with us but we do think, at least I think the opinion is very prevalent that there should be an advisory committee of some kind in the department to deal with promotions.

Q. That would be promotions?—A. Yes.

Q. And transfers, practically over everything that concerns the civil servants?—A. Yes.

Q. And does it not strike you then that the civil servants are of opinion that as far as they are concerned they do not wish to come under the Civil Service Commission, but they are quite willing that outside people who desire to be appointed should come under the Civil Service Commission?—A. No, I don't think we want to get away from the Civil Service Commission at all; I think—it is not that we are wanting to get away from the Civil Service Commission, but we want more of an advisory committee in the department itself to make recommendations or to act as an examining board or advisory board; we have not thought out the details of how that should work.

Q. That is for promotions?—A. Yes.

Q. And transfers?—A. Also for appointments.

Q. You realize there is danger even not through favouritism, there is danger in the mechanical system that you have now?—A. There is danger of course; no matter what system you get there would be danger of not getting the right people into the department; there is bound to be that no matter what system we have.

Q. Because in other words you might get worse promotion through that system than you would through the system of the promotion by the heads of the department or the deputy ministers?—A. Well, we are anxious to have promotions more—I cannot make it any clearer—we are anxious to have our promotions more in the hands—

Q. It is very clear to me; I am only insistent so that it will become clear to every one?—A. I understand if that is your idea. We are very anxious to have that advisory committee within the department co-operate with the Civil Service Commission.

By the Acting Chairman:

Q. The suggestion has been made to the Committee that the council would function in case a promotion was not satisfactory to the service, a council to which an appeal might be made that would consider cases only where there was dissatisfaction; do you think a council of that kind would meet the situation in view?—A. Yes, I think so, where there is dissatisfaction in the service why certainly I think the council would be the best board of appeal.

Q. You would not suggest that the evil you speak of, this pigeon-holing, is necessarily connected with the present system; that evil might be eliminated without impairing the service that the commissioners render?—A. That is not connected with the Civil Service Commission at all; it is the classification that is responsible for that.

APPENDIX No. 5

By Mr. Shaw:

Q. Would you suggest that in some cases a member of Parliament might make appointments or recommendations for appointments?—A. No, I don't know; he might make recommendations for appointments.

Q. Would your organization or would you suggest that it would be desirable that he should make appointments or have the appointments in his vest pocket? —A. No.

Q. You would not give him the right to make appointments under any circumstances?—A. I would not say under any circumstances; that would be going back to what we call the patronage system again to give the member of Parliament the right to make an appointment.

Q. Were you here under the so-called patronage regime?—A. I came in under the so-called patronage regime.

Q. And did you find it so objectionable that now you have no hesitation in saying that the members of Parliament should be given no right of appointment at all?—A. No, I won't say they should be given no right of appointment at all—

Q. Tell me what you suggest they should appoint?—A. I would not say that they should have no appointment—yes, I would say they should not have appointment, but not that they should not have recommendation.

Q. There are some chemists who are members of the House of Commons, are there not?—A. I think so.

Q. And I presume these gentlemen could test the qualifications of a sugar tester, we will say—you will not deny that?—A. No.

Q. Will you say that you are not prepared to revert to the patronage system and allow these gentlemen to appoint sugar testers in the service?—A. No, I would not allow them to appoint a sugar tester in the service, because they happen to know what a sugar tester has to do.

Q. What is it in your mind that should test the qualifications of a sugar tester? Is the head of your department a chemist?—A. The deputy minister?

Q. Yes?—A. Oh, no.

Q. He would not be able to tell a sugar tester any more than I could?—A. I suppose not, but he has been deputy minister so long in the department, and while he does not know anything about the process of testing sugar, he knows what is required.

Q. I take it that if your departmental head, and there was no Civil Service Commission, wanted to secure a sugar tester, he would have to call somebody else in to see whether or not that particular individual knew the processes necessary for a sugar tester—he would have to call somebody in?—A. He did not have to call anybody in when I was appointed, because I went in the department as a clerk, and was sent to the laboratory because I had certain qualifications; I had passed certain examinations.

Q. The deputy minister would not be qualified to tell whether or not that particular individual is a sugar tester?—A. No, not from an academic standpoint.

Q. He must necessarily get help outside?—A. Yes.

Q. Whether in his department or elsewhere?—A. Yes.

Q. Now, as I understand you, you are not prepared to give the deputy minister the right to promote, are you—I mean the unquestioned—?—A. Not the unquestioned right; I think the most satisfactory system for promotions is to have a committee or advisory board or advisory council within the department.

Q. The suggestion was made this morning, and I want to see what you think about it, in so far as promotion was concerned, the Civil Service Commission

should make the promotion as at present, but that in addition to receiving the recommendation of the deputy minister they should also receive the recommendation of the staff side of the department?—A. I think possibly it would be well to have the deputy minister with the advisory council within the department.

Q. All right; then you would agree that the recommendation made by the departmental council with the deputy minister as the chairman should be the recommendation which should be forwarded to the Civil Service Commission, and in the light of that, the appointment should be made?—A. Yes.

Q. You would like it, I understand, advisory?—A. Yes.

Q. You would not put the appointment in the hands of that committee, of that departmental committee, would you?—A. No, I think not. Of course it is very hard to just get all the details of that and how that would function.

Q. Tell me this: are not the two fundamental principles in connection with the service, first the application of the merit principle; and secondly an independent body to administer that principle?—A. Yes.

Q. Are not those fundamental?—A. Those are fundamental.

Q. One without the other is useless, is it not?—A. Certainly.

Q. So that you have to have that combination of the two things in order to secure permanency and security and efficiency in the service?—A. Yes.

Q. In the light of that, having in mind those two basic principles, is it not your idea that the Civil Service Commission must make the appointment, that is the independent body must make the appointment, and must make the promotion, and they can secure the recommendation from the deputy minister, from the departmental council, from any other source which will enable them to come to a proper conclusion—is not that the security and safety of the civil service?—A. I would think so, yes.

By Mr. Martell:

Q. Following this question, I understand that Mr. Shaw has asked you if you thought you should not have two characteristics in the appointment or the promotion, merit and independence; is it not the fact that the more independent the body is the less able to judge of the merit—the more independent the body is from the department or from a knowledge of the requirements of the position, the less able they would be to judge; you might get to a point where they would not be able to judge of the merit of the case?—A. Yes.

Q. I have not the least doubt if you would ask a Chinaman in China to pass judgment on something having taken place in this country he would be perfectly independent, but he would not be able to judge of the merit of the case?—A. Not at all.

Q. In other words will not there be friction if you want to carry this too far, the idea of independence in connection with promotions or appointments?—A. Undoubtedly; the idea of independence as we mean it in the civil service, of course, is some body who are vitally concerned in the service; but a body like the Civil Service Commission cannot know the details of promotion as a committee within the department knows it.

Q. They are more independent than the officers of the department, but they are less liable to know about the promotion to be made?—A. Yes.

By Mr. Shaw:

Q. Is it not this, that if there is any failure on the Civil Service Commission to make a satisfactory appointment or promotion, it must be because of either one or two things, either the Civil Service Commission is not independent, or else the officials of the department who have the knowledge as to the requirements and duties of the office, and so on, are not co-operating with the Civil

Service Commission in order to get the most efficient person for the particular position?—A. I would say the more perfect the co-operation is the more satisfactory will be the appointments, certainly.

Q. Can you tell us whether or not any of the friction in connection with appointments has been due to a lack of co-operation between the department heads and the Civil Service Commission?—A. Of course I cannot say just how much it is due to lack of co-operations because we in the outside really know very little of what is going on; we only know the results; we cannot tell how it happened.

By Mr. Martell:

Q. You are not aware of any friction between the department and the Civil Service Commission on the question of appointments?—A. Your question is do I know of any friction between the two?

Q. As regards the question of appointments you do not know of any friction existing between any of the departments and the Civil Service Commission?—A. No, I do not know of any friction at all.

By Mr. Shaw:

Q. My suggestion was this, that with the fullest co-operation between the department heads and the Civil Service Commission, you should get the maximum of efficiency in appointments and promotions?—A. Yes, that is what I understood you to say.

Q. Lacking that co-operation you are liable to fail so far as both ends are concerned?—A. Yes.

Q. Have you read the evidence which was given before the Spinney investigation in 1921?—A. I read very little of it; I read some of it, but not a great deal.

Q. Do you remember any evidence there which would indicate that one department head would not co-operate with the Civil Service Commission at all?—A. I have heard rumors to that effect, but one hears so many rumors, I don't know anything about it.

Q. You were asked by the Chairman with regard to the qualifications of the deputy minister; I take it you are not passing judgment on the qualifications or lack of qualifications of the deputy ministers?—A. No, not at all; I think the deputy ministers of course are very anxious for the efficiency of their department.

Q. Do you know whether or not in the system here there is a tendency for departments to go off on their own hook as it were, and become great machines each in themselves without reference to other departments?—A. Well, it is very hard to pass an opinion upon that. I do not know of any definite case where any department has sort of gone off on a tangent of its own.

Q. Do you know whether there is overmanning or overlapping in the service?—A. There is certainly overlapping; I think that is very evident to every person in the service, there is a certain amount of overlapping.

Q. In each department?—A. Yes, there is bound to be, but as to overmanning that is a suggestion that I think the civil service organizations have taken up quite often to aid what might be called a supernumerary class or a permanent-temporary class, or anything you like, to have them go from one department to another as they are required.

Q. Have they ever found there was any overmanning in the service? Have the organizations you speak of found any overmanning in the service?—A. I think at times they have found in some departments that there are clerks there who might be better employed in some other department.

Q. Or whose services might be properly be dispensed with altogether?—A. There may be, but not to any extent.

Q. Your organization has not made any investigation along that line?—A. No.

Q. But you are satisfied there is considerable overlapping in the service? —A. There is certainly overlapping.

Q. Do you know whether or not there are any chemists in any other department but your own?—A. There are chemists in many departments.

Q. What departments?—A. The Mines, Public Works, Agriculture, Health.

Q. Would you feel qualified to go into any one of those departments and undertake the work there?—A. I would feel qualified to take certain work in other laboratories according to the designation of what a junior chemist is. A junior chemist works under direction.

Q. A junior chemist could do all this work I suppose in any department? —A. Yes, could do a certain amount of work in the different departments, because there is so much work—government work is on such a large scale that other departmental laboratories as well as all the rest have to specialize on some line.

Q. Is there any reason why all this chemical work in every department should not be undertaken in one place and under one head and eliminated in all the departments?—A. That has been discussed by the civil service officials themselves, the civil servants, and also by the higher officials in the government service, of consolidating the laboratories, but I would not feel I am confident to pass an opinion.

Q. It has been done?—A. I do not feel competent to pass any opinion on it.

By Mr. Chevrier:

Q. Do you think it could be done, do you think, for instance, the chemist in research work on serums and these other tubercular disease preventives, in the agricultural branch, could come in and do the work that you are doing now?—A. Oh, well, of course, pathological chemistry—

Q. Is vastly different?—A. Yes; I do not mean to say they cannot do it, but they never would.

Q. When you say overlapping let us understand that; there are chemists in the department, a large number of chemists; there are a number of departments employing chemists, that is about as far as the overlapping goes, because the chemists that do the particular work in that department are more or less trained in that particular work and would feel very much at a loss if they were called upon to go into another department?—A. Well, the overlapping I have heard of in connection with the laboratories of the service is more in the case of overlapping of equipment.

Q. What do you mean by that?—A. Overlapping of equipment, but I do not think there is overlapping in regard to the number of people who would have to be employed.

Q. Overlapping would mean one man doing exactly the same kind of work as another.—A. There is no overlapping in the chemical service in that respect.

By Mr. Garland:

Q. Some little while ago you said to Mr. Chevrier that in the appointment of a chemist, say, that you would like to take two chemists from your department to pass judgment on an appointment, in preference to, say, a chemist brought in from the outside.—A. Yes, I certainly think the chemists within the department know better what is the requirement of a chemist than perhaps the highest professors in the universities. I do not mean to say that they know any more about the processes.

Q. You do not mean to say a chemist in the Department of Agriculture or the Experimental Farm, for instance, knows more than a professor of chemistry in an agricultural college?—A. Do you mean to say he knows more chemistry? I think he would know more of what the Government requires in a chemist.

Q. I cannot see it in that way. Then, you say with regard to the chemical laboratories, that they could be consolidated outside of, say, one or two things. —A. I do not want to be quoted as saying that I think they should be consolidated; I mean to say it has been under discussion. I would not for a moment —it would be presumption on my part to say they should be consolidated or how they should be consolidated; I merely made the statement that it has been discussed.

Q. It would not be presumption on your part to say it is a good scheme to have a laboratory in the East Block and another at the Experimental Farm, and another one in Hull, and another down on Sussex street; do you think that is a good way?—A. I would not think so. I am sorry, but that is out of my province.

By Mr. Chevrier:

Q. Could the man who is doing the pathologist's work in the Department of Agricultural conveniently come up to your department and continue his pathological research?—A. We have not a pathological department at all.

Mr. CHEVRIER: Of course you have to have these various laboratories for the various kinds of work?

By Mr. Garland:

Q. With the same equipment, that may do the same kind of work?—A. No; there is some overlapping of equipment. The overlapping I mean is this, that they have to have a lot of different equipment to handle the various kinds of work.

By Mr. Chevrier:

Q. Would it not come to this, the overlapping would be probably in a dozen test tubes and retorts and the like of that?—A. I really would prefer not to say that, because I do not feel as a junior chemist competent in any respect to pass judgment on the way the department is run. It has been discussed, I know.

By Mr. Garland:

Q. Do you not think the overhead would be quite a lot; it might cost quite a lot to keep these buildings going?—A. I would think so.

Q. How many sugar testers have you, for instance, in your department?— A. There are only two of us who do all the sugar that comes into Canada.

Q. Your organization is in favour of a utility department, to look after the clerks, going from one department to another, when the peak loads occur? —A. Yes, I think that is what the Civil Service Association has always regarded as being very important.

Q. Your club, I suppose, does not meet very regularly, according to the previous witness?—A. We meet very often socially, but of course we meet occasionally to discuss different questions.

Q. You meet regularly for business, say, once a year, and socially about twenty-four times a year, is that the idea?—A. We meet for business; the executive meets every two weeks, and we meet socially every day. I mean, it is a regular rendezvous, it is a club formed for the use of women in the service.

Q. I do not think an executive meeting is a regular meeting; how often do you have your regular meeting?—A. We have not any special times for

calling a general meeting of the members; it is only when things of importance come up that a general meeting is called.

Q. How often do they elect their officers?—A. Once a year.

Q. You have a general meeting then?—A. Yes.

By Mr. Chevrier:

Q. To close up this overlapping and overmanning, Miss Burt, if they had proceeded with the reorganization of the departments before proceeding with the classification, would that not have been the easiest way of finding out whether there was any overlapping or overmanning?—A. I would think so.

Q. The whole trouble was that the classification was proceeded with before reorganization?—A. Yes.

Q. In other words, putting the cart before the horse?—A. I think myself that the organization should be done first.

Mr. MARTELL: I move we adjourn now.

The WITNESS: I would like to call attention to a statement by Major McKeand, in regard to the board of hearing. In his statement he said that all the cases of appeal had not come up before the board of hearing. Now, at the time the board of hearing was sitting, we heard complaints from time to time from people who claimed that their cases had not come up before the board of hearing, but that is the first time I have ever heard of a sworn statement being made to that effect, that it was actually the case.

By Mr. Chevrier:

Q. In other words, you have heard a number of people complain that their cases had not been disposed of before the board of hearing although somebody said it had actually come before the board?—A. Yes.

Q. Now, you actually get the confirmation of that rumor that cases were decided by somebody or in some place, and did not come before the board of hearing at all?—A. Yes, Major McKeand made the statement that they were determined by the Civil Service Commission and the department and did not really come before the board of hearing at all.

Q. So that a large number of cases were practically decided by somebody, without going to the board of hearing at all?—A. Their cases never come up.

Q. That would explain to some extent anyway the dissatisfaction that now exists in the large number of appeals?—A. A number, a large number have felt that it was an injustice; they were told their cases never came up before the board of hearing, whereas they were told they had, and they found they had not.

Q. Now, you get the confirmation that these cases were not disposed of by the board of hearing?—A. Yes.

Dr. ROCHE: I might make an explanation for Major McKeand, as he is not here, and clear up this matter. My colleague, Mr. Jameson, is chairman of that board. The civil servants were selected by the employees themselves in each branch to form a board with a selection from our Commission; they were summoned to a sort of you might say school of instruction, and at that school of instruction one of the civil servants, one of the men who had been selected by the employees in a particular branch got up and asked the question, "Mr. Jameson, if the branch representative selected by the employees and the representative selected by the Commission agree upon a classification, whether it is the present classification or that the classification should be raised, will the Civil Service Commission accept that as final? If not, what is the use of going through the farce of hearing this case and referring it to this board?", and Mr. Jameson said, "Well, I think I can speak for the Commission and cer-

tainly I think we can accept as final the decision of the branch representative and our representative, where they agree." The cases that have not come before the board of hearing have been such cases as have been disposed of by agreement, unanimously, and approved of by the deputy minister, I should say, too, because the deputy minister usually got behind the branch representative and in any of these appeals where the Commission's representative and the employees' representative and the deputy minister have all agreed on a classification, such a case does not come before the board of hearing. The second question asked my colleague was this, "Now, if there is a disagreement between these two representatives, and it goes to the board of hearing, will the Commission accept the decision of the board of hearing as final?", and he made much the same reply, so that is the explanation given as to why these cases did not come before the board of hearing. It is because of an arrangement made with the civil servants themselves and the Commission that we were to accept as final the decision of their representative and our representative when they agreed.

Mr. CHEVRIER: When a representative of the employees and the representative of the Civil Service Commission agreed, then that acted as a sort of clearing house, it was final, and that case did not come to the board of hearing?

Dr. ROCHE: No.

Mr. CHEVRIER: Outside of these cases, where the two representatives agreed, are there any cases you know of, Doctor, that did not come to the board of hearing? I mean, are there any cases where the two representatives did not agree that did not come in before the board of hearing.

Dr. ROCHE: Any case where they did agree?

Mr. CHEVRIER: No; you say where they would agree it would not come to the board of hearing?

Dr. ROCHE: No.

Mr. CHEVRIER: Now, are there any cases where these two representatives having disagreed, then they would come to the board of hearing?

Dr. ROCHE: Yes, sir.

Mr. CHEVRIER: Are there any other cases you know of that did not meet with the requirements that you speak of, and that did not come to the board of hearing?

Dr. ROCHE: There were those cases, of course, where there was no appeal at all, they did not come before the board, they were satisfied with their classification originally, and they would not be disposed of by either of the appeal boards. I should supplement my other remarks by saying there was a certain proportion, and no small proportion, of these cases, even where the branch representative and our representative agreed and the deputy minister agreed at that time that were subsequently re-opened at the instance of the deputy minister.

Mr. RINFRET: May I ask this. Was that not a case where the advice coming from the department was taken at par in comparison with the advice from the Commission?

Dr. ROCHE: I do not just understand.

Mr. RINFRET: Was that not a case when they did not agree, when the advice coming from the department was taken at par in comparison with the advice taken from the Commission?

Dr. ROCHE: Of course, the appeal that went to these two men, that is the employees' representative and the representative of the Commission, these two

men investigated on the ground the work of the employee, and they themselves after investigating the work, in many instances approved of the original classification, and in many others they raised the classification.

Mr. RINFRET: But they did agree in many cases?

Dr. ROCHE: Yes.

Mr. RINFRET: In all these cases, the Commission was satisfied that the advice which came from the department had an equal value to that coming from their own man?

Dr. ROCHE: Yes, after personal inspection by our representative and the representative of the employees.

Mr. RINFRET: How would that apply to the service generally, what was the special reason why in these cases the advice of the department was given such standing?

Dr. ROCHE: Of course, it was generally at the request of the employees themselves; they asked us in the first place if we would set up appeal boards.

Mr. RINFRET: Do I understand that the Civil Service Commission is willing to yield to all the demands of the employees?

Dr. ROCHE: Not at all.

Mr. RINFRET: But they did handle cases—.

Dr. ROCHE: No, we did our business through the deputy ministers; the deputy minsters approved of these boards being set, and we asked the deputy minister to select himself a man from the department to act in conjunction with our representative, but then the employees came to the Commission and said, "Can we not have the privilege of selecting in our branch our own representative without the deputy minister?" and we said, "Go back to your deputy minister, and whatever method he decides upon as to how your representative should be chosen will be the one we approve of."

Mr. RINFRET: What I want to bring out is this. In the settling of these cases, the Civil Service Commission was well satisfied to give fifty per cent of the responsibility to the department, and whatever was decided was final?

The WITNESS: Pardon me, but in the case I heard of at the time the board of appeal was formed, as I understand it, of a representative from the Commission and a representative chosen by the deputy minister, and a representative chosen by the employees; I think there were three, were there not?

Dr. ROCHE: No, in some departments they have what they call a departmental representative to supervise as well.

THE WITNESS: There were three, I think; the Civil Service Commission representative, the departmental officer and the branch representative also. The claims were made that the branch representative was never called before the board of hearing at all.

Dr. ROCHE: No, the branch representative was not called before the board of hearing.

The WITNESS: What was the board of hearing?

Dr. ROCHE: It was to decide these cases which the two representatives could not agree upon.

The WITNESS: These were cases that they had disagreed upon?

Dr. ROCHE: Had disagreed upon?

The WITNESS: Yes.

Dr. ROCHE: If there had been cases where the two representatives disagreed, invariably they went to the board of hearing.

APPENDIX No. 5

Mr. CHEVRIER: All of these—?

The ACTING CHAIRMAN: We are getting into a somewhat disorderly discussion, I think.

Mr. CHEVRIER: As far as your personal knowledge is concerned, and I do not want to challenge it, you think every one of these went to the board of hearing?

Dr. ROCHE: Where there was a disagreement.

Mr. CHEVRIER: Then somebody says they did not go—I do not want to challenge your statement, but to your own personal knowledge they did all go?

Dr. ROCHE: That is my impression, and I am sure that if any did not go they would be so very exceptional—and there have been none—it would have emphasized the rule.

The WITNESS: There were a great many who claimed their cases did not come up, I know.

Dr. ROCHE: Yes, I believe that.

By Mr. Chevrier:

Q. Then, Miss Burt, do you know whether in that case there was a disagreement?—A. Yes, there was.

Q. And yet they did not come before the board?—A. No.

Q. It would be interesting to know some of them.

Dr. ROCHE: I would like to have a list of them.

The WITNESS: I cannot give you the list, I have not the authority or the permission from these people to use their names.

Mr. CHEVRIER: Would you let us have a list, and we will ask the Commission or let somebody that you know, if you do not care to send them in, have somebody else whom you know, do it.

Mr. MARTELL: They are afraid that they might prejudice their case before the Civil Service Commission, but I do not think you need have any fear of that.

The WITNESS: I do not think I have the permission of those involved to speak.

By Mr. Chevrier:

Q. If the Commissioners were aware of any cases that, on disagreement, did not come before the board of hearing, I think the Commissioners in duty bound and honour bound would say that these cases, through some mistake, some error or misuse of the channels did not come up, and they ought to be brought up?—A. There were those who claimed they got notice from the board stating that the board of hearing had decided so-an-so in regard to their cases, and they knew that their cases had never gone before the board of hearing.

By the Acting Chairman:

Q. While that may be true, I cannot see that the Committee can do very much, unless we have the specfic cases before us?—A. Yes, but Major McKeand made the statement that they had not come before the board of hearing, that is why I brought it up.

By Mr. Martell:

Q. You know nothing about it, only rumors, and then the evidence of Major McKeand?—A. It was not merely rumors.

Q. You know the whole city is full of rumors about the Civil Service Commission?—A. In this case it was not merely rumors.

Mr. CHEVRIER: I have heard it so much that I would be very much interested knowing that.

The ACTING CHAIRMAN: I think, gentlemen, we cannot do much more in the matter unless there is a specific case given us.

Mr. MCBRIDE: The statement has been made here that these cases did not come before the board of hearing; it is up to those who made the statement to give the cases to this Committee.

The WITNESS: I will ask one or two people I know who claim that.

By the Acting Chairman:

Q. Have the cases you mention taken the treatment that they consider unfair before the Commissioners, and asked them to reconsider them?—A. Notices are up in all the departments that we may not approach the commissioners the Civil Service Commission, in any way.

By Mr. Chevrier:

Q. Except through the deputy minister?—A. Except through the deputy minister.

Q. That order in council went through when?—A. Last year, I think.

Q. Before New Year's?—A. Yes.

Q. I can recollect when it went through, but I would like you to say.—A. I cannot really say the day, but I know notices are up that none of the civil servants may approach the Civil Service Commission at all.

Mr. CHEVRIER: The order in council was put through at the request of the Civil Service Commission. That was on the 7th of September, 1922.

Mr. SHAW: I suppose that means anybody with a complaint is not debarred from presenting their case to the Civil Service Commission, all they have to do is write the letter to the deputy head of the department whose duty it will be to forward the complaint.

The WITNESS: I am quite sure the complaints were forwarded to the Civil Service Commission.

By Mr. Shaw:

Q. But suppose any civil servant in the service has any complaint, either with regard to his promotion by the Commission, by the deputy head, or anybody else, he has a perfect right to put that into writing and forward it through the channel of the deputy minister to the Civil Service Commission; I suppose that is the procedure?—A. Yes, and I think the Civil Service Commission was deluged with the protests.

Q. Of what?—A. Of the classification.

Q. Of classification?—A. Yes, both class appeals and personal appeals.

Q. Appeals on various matters?—A. Yes.

Q. And complaints on various matters?—A. Yes.

Q. Have you any special objection to make to that order in council?—A. No, I was not making any objection, it was merely that some person asked why these people who had these complaints did not go to the Commission.

Q. They have this avenue to go through, they are not barred?—A. Yes, they can.

Q. Do you disagree with that procedure being followed?—A. I think that is a fair way to do it; that is exactly what happened; they made their appeal through the deputy minister to the Civil Service Commission, and it was to come before the board of hearing. These people claimed their protests did not come before the board of hearing, and Major McKeand explained the other day that they did not. I made the statement that these people complained

that their protests had never gone to the board of hearing, and that Major McKeand's was the first sworn statement I have ever heard from any member of the board of hearing that such was actually the case, that a great many never came before the board of hearing. We knew at the time that where there was agreement, of course, their case would not go to the board of hearing.

Q. What I am asking you is this: subsequent to their complaint that their cases have never been disposed of by the board of hearing in the event of disagreement they still had that avenue of complaint, to the Civil Service Commission?—A. It was the same avenue they had already used.

Q. The first complaint would be a complaint as to their classification, would it not?—A. The first complaint was the complaint of their classification.

Q. Now I say they would have a complaint through the same channel, if their appeal with regard to classification had never been determined. A. How did they know that their appeal had never been before the board of hearing except by some persons on the board of hearing telling them?—A. They knew that their case had never gone before the board of hearing, because some person in the board of hearing told them it had not.

By Mr. Martell:

Q. Have you any personal knowledge of a case of that sort?

The CHAIRMAN: I do not think we are going to get very much forward unless witness is prepared to bring forward a specific case. The same avenue was open to them as it was before.

The WITNESS: If it did not go in the first place, it did not likely go in the second.

By Mr. Chevrier:

Q. I would like the names of the people who told you they did not go. You can send us the names, and the Committee will feel grateful. A. I can simply send you some names, but I could not give you a list. I only heard in some cases where they did not go before the board, and yet there was a disagreement. Of course, who was to blame for it, I do not know.

By Mr. Martell:

Q. In these cases there was a disagreement between the joint council and the department and the official representatives, but notwithstanding that disagreement, it did not go to the board of hearing?—A. That is what they claimed.

Mr. MARTELL: Will you give us some names of such a case? Notwithstanding there was a disagreement these cases did not go before the board of hearing.

By Mr. Rinfret:

Q. I understand if the complaint reached the board of hearing, the civil service would not be advised as to whether the complaint was heard of not?—A. They were told their case had been decided so-and-so by the board of hearing.

Q. They got a notice from the Civil Service Commission stating their case had been disposed of by the board of hearing, and the information came out by somebody on the board of hearing saying "Your case was never before me, though you got a notice from the Commission that your case had been disposed of by our board."—A. That is the charge.

Q. Will you please give us some of the names of the people who said that? —A. That person of course did not see the person on the board of hearing.

Q. I think we understand the point all right. If you will give us the names, we can straighten it out.

Mr. BROWN: I should think we cannot get any further unless you give us a specific case.

WITNESS: There was one other matter I was asked to bring up—the regulations in regard to signing the attendance book. The present regulations in regard to signing the attendance book—any clerk with a minimum salary of $2,100 is not required to sign the attendance book.

By Mr. Chevrier:

Q. Any one with a salary over $2,100 does not sign the book?—A. Any one whose minimum salary range is $2,100 does not sign the register. I claim that any one who has habitually to work overtime should not sign the register, whether their salary is $2,100 or $1,000. Any one who is habitually required to work after hours should not have to sign the register on time at nine o'clock in the morning. A person who has to work after five o'clock in the evening habitually should not next morning have to sign the book at nine o'clock.

Q. Why?—A. Why are minimum salary ranges of $2,100 exempt?

Q. I do not see why anybody should not have to sign the book, if they are not going to rely upon everybody's honesty. I should think it would be a poor thing to say that a man with a minimum salary should not sign the book. Why not make it $3,000 or $2,100 or $900. Everybody should sign it or nobody should sign it.—A. The people who have to work habitually after hours should not be required to sign.

By Mr. Rinfret:

Q. A person who works up until after five o'clock signs the book as she goes out. The people who work until six o'clock, the next morning may come in at 9.15 or 9.30 to make up for the extra hour?—A. Yes.

Q. And that might be an answer to that, that one who habitually works after five o'clock should get an hour's leeway in the morning?—A. Yes.

Q. I would not have any objection to that because it is evened up. If you leave at six o'clock you have an hour to your credit that way; then there would be no great objection when the book is balanced up, if you were an hour late every morning, and an hour over every evening, that should count.—A. It should, but it does not.

Q. I know it is charged against you when you sign below the line, irrespective of the hours you put in?—A. Yes, I thing a person in charge of the branch should have more jurisdiction. Every person under the present system is made to take the punishment for the shirkers.

Q. How would lateness in the morning affect the civil servant? I mean to say if the servant were habitually late in the morning, would that affect the chances of being promoted?—A. In some departments he has half a day's pay taken off.

Q. Would he lose some of his salary on that account?—A. In some departments, not all.

Q. Would it not be better that if the servant puts in extra work in the evening, he is quite excusable for being late the next day? That is to say if the head of the department thinks that; but I think it would be proper that the time should be recorded anyway, otherwise would it not be leaving it to the civil servant himself or herself to kind of balance her day? It would be quite improper in my mind.—A. My point is that people who have to work after hours should not be required to sign the book, and I do not see why people whose minimum salary is $2,100 should be exempt from signing it.

Q. I am afraid you are mixing two different cases. My point is this, if the deputy minister or the head of the branch is still satisfied that the putting in of one hour in the evening evens up for any delay in the morning, I see no objection why they should not be required to sign the book, because it would be proper?—A. I agree with that too.

By Mr. Brown:

Q. I understood there was an exception to discriminating between the higher paid and the lower paid employees?—A. If the higher paid employees steal half an hour, it means that much more to the Government than the lower paid ones.

Q. Would it not be well to consider that objection apart from the other first?—A. I am afraid they are both to be considered together.

Mr. RINFRET: I think it is not a case for our Committee.

Mr. CHEVRIER: It would seem to savour a little bit of class legislation to have clerks with a minimum of $2,100 exempt. I think it is wrong. Everybody should sign it or nobody should sign it.

By Mr. Shaw:

Q. It would keep the people of the civil service working all day. Is there any method by which civil servants are employed all the hours of the day? They register the time they come in and the time they go out?—A. Yes, all civil servants have to do a certain amount of work.

Q. Surely the chief knows if they are working or not?—A. A certain amount of work is allotted to each clerk, and he or she has to get it done.

Q. Are they allotted a certain amount of work each day?—A. They are responsible for keeping that particular work done. It comes in sometimes one day and sometimes another day.

Q. Supposing it does not come in in one day?—A. That is why people going through the departments complain that people appear to be idle, because the work of the department is very irregular. If you came in, as a member of Parliament, before the mail was distributed, you might find a great many clerks idle, because their work depends on the distribution of the mail, but they are responsible for a certain amount of work and their work has to be done. Some do it more quickly than others.

Q. Like the Chinaman, "no mailee no work."—A. Yes, it depends a great deal on the mail.

By Mr. Chevrier:

Q. They will pay for an extra hour those who open the mail, if they come in the morning—We are getting a lot of critisism about the civil service, and I for one will not stand for it, because I am playing fair, if you say that there is idleness for one hour in the morning because the mail is not opened up, and if they will pay those who will come in at 8 o'clock in the morning, pay them one extra hour for opening the mail, so that the clerks might start work at 9 o'clock, there would be no idleness, but if they are going to ask people to come in at 8 o'clock to open the mail and pay them the same as the others who quit at 5 o'clock, you have to wait until the mail is opened.—A. It necessarily does not mean the people could open it at 8 o'clock because it depends on the trains as well as the messengers. I do not suppose that could be regulated.

Q. So much work, so much pay, and I think that we ought to take that stand?—A. Yes.

Q. All this criticism about the service that only leads us to get some nasty articles in the papers, should be put an end to.—A. There is a great deal of criticism in the papers just now about "Geraldine Gasoline", is there not?

Mr. SHAW: Are you referring to any suggestion I made?

Mr. CHEVRIER: I refer to this: somebody laughed in this Committee when somebody mentioned something about slap-dash, and we got a nasty article in the *Journal*, and I for one did not take part in it, and I have to suffer for it, and another made a remark some time ago about the morale of the service.

Mr. SHAW: I am sorry to hear that all the criticisms are being shelved on Mr. Chevrier.

The WITNESS: You get any group of people as numerous as the civil service —I think the service as a body are as efficient as any people you will find anywhere in the country.

By Mr. Chevrier:

Q. That is a fair statement, and I know it, because I have lived here.—A. And more than that, if they have the proper encouragement to be efficient, in the way of promotions and all the rest of it, I think you would find very few in any department of the service who will not co-operate with the Civil Service Commission and the civil service heads to make that department as efficient as it can be made, but unfortunately there has been this, that the government service has been subject to so many jokes, and it is subject to so much criticism for some reason or other, I do not know why.

The CHAIRMAN: Do any members of the Committee want to ask any more questions of Miss Burt?

Some MEMBERS: No.

By the Chairman:

Q. You admit that if the civil servants in the departments had encouragement, they would do more work?—A. More work?

Q. And better work?—A. Yes, I think they would do more and better work.

Q. You also say that the complication of the classification tends to lack of flexibility in the working out of the departments?—A. Yes.

Mr. DRUMMOND: If they do all the work there is to do now, how could they do more?

By the Chairman:

Q. I am coming to that. In other words, it is the faulty arrangement of the departments?—A. I think so.

Q. That causes you to be idle at times and busy at other times?—A. Yes.

Q. Then there may be over-manning, but only on account of the system under which you work. It is not the fault of the service?—A. It is not the fault of the service. If there is over-manning it is certainly not the fault of the service.

Q. It is due to bad office arrangement, partly caused by over classification and lack of flexibility?—A. Yes.

Q. And that is why you, as all the other civil servants, have recommended against the classification?—A. Very strongly.

Q. That will do, unless you have some further statements.—A. Just one other thing we were asked to bring up, that is, that we think the standard of classification for entrance to the civil service should be raised. Now Griffenhagen and associates I think recommended a lower standard of examination for the civil service.

Q. Griffenhagens did?—A. Yes. They recommended a lower standard of examination for entrance to the service, and I think that the civil service as a whole, feel that the standard should be raised.

APPENDIX No. 5

Q. Now you are opening a brand new subject. I am willing to discuss the subject with you.—A. I know, but some members spoke of it and some of us have a knowledge, being in the service quite a number of years, that the standard of examination was very high some years ago, and I do not think the service has gained anything by lowering the standard.

Q. It actually has been lowered since Dr. Short's time in 1908?—A. Just in the last couple of years it has been very much lowered.

Q. Will you go on record as saying that the standard of examination under the existing Commissioners is lower than it was in the old Commission under Dr. Short? I am asking you to state whether it is lower than it was?—A. It is lower now. I do not say this Commission is responsible for it, but at all events it is lower now.

Q. And the civil servants who went in under the old standard were of a better standard than those going in now?—A. They had to pass a higher standard.

Q. You recommend the standard be raised?—A. I recommend the standard be raised. Of course we do not for a moment think that examinations can necessarily regulate that, but the standards can certainly be raised.

Q. It is acknowledged that all the universities have difficult courses, which are becoming more and more difficult. They are making the terms longer. The accusation is made that this is to make a close corporation for the lawyers and doctors already in.—A. I would not attempt to discuss the pros and cons of making the examinations more difficult, but I think the civil service should be considered as a profession and a very high standard required.

Q. You say that everybody in the civil service should pass the examination when the standard is put up to a high degree?—A. Any person with a university degree should not be asked to pass any other examination or any other high standard. That is why we disapprove of examinations for promotions to be a compulsory thing, but I think there should be some standard of education for entrance.

WITNESS: retired.

The CHAIRMAN: Mr. Blue has a statement to make, and I promised him on a former occasion to hear him. It will only take a few minutes.

Mr. CHARLES S. BLUE: called, sworn and examined.

The WITNESS: Mr. Chairman and gentlemen, I have prepared a statement. It will take perhaps fifteen minutes to read it.

Mr. RINFRET: Could it be printed without being read?

The CHAIRMAN: I think we might hear Mr. Blue.

Mr. RINFRET: We might have some questions to put to Mr. Blue.

The CHAIRMAN: Proceed, Mr. Blue.

WITNESS: Mr. Chairman and gentlemen of the Committee, the case which I desire, with your permission, to present on behalf of the committee reporters, or assistant parliamentary reporters, as they are classified, illustrates, I submit, not only the unfairness of the present classification as it applies to them, but also the difficulties and delays encountered in their endeavour to obtain redress. Incidentally, it touches on the point which has been raised tonight as to what happens when the heads of a department or branch and the Civil Service Commission agree or disagree.

Perhaps it may make the position clearer if I begin with a brief sketch of the history of the staff since its organization in 1906. Before that date—namely 1906—the work of reporting the Committees of Parliament was performed in a somewhat haphazard fashion, being entrusted to members of the Press gallery who could write shorthand as a "side line" to their ordinary activities. When

a committee was called, the clerk would send to the Press gallery for a reporter or corps of reporters as the circumstances required; and a record of the proceedings would be made. But as often as not, no transcript of the notes would be called for. In those days, the various Committees exercised the printing privilege very sparingly; such a thing as "daily copy", that is, having the record of the proceedings transcribed, printed and distributed within 24 hours as is now the common practice, was then unthought of and, under the conditions obtaining, impracticable; and even when a transcript was called for, weeks would elapse before it could be prepared.

This arrangement, though tolerated for many years, was never regarded as satisfactory, and in the session of 1905-6 the advisability of adopting some other system was considered by the then Government and it was decided to appoint a staff of two official reporters to attend to the Committees, Messrs. Dickson and Matthews, two of the most experienced reporters in the Press gallery being selected. At the time the salary of the Hansard reporters was $2,000 per annum, and it was claimed on behalf of the committee reporters that they should receive the same amount of remuneration. But inasmuch as the latter were newly appointed, and the Hansard reporters had given many years of service, the Government of the day fixed the salary at $1,500, the assurance being given at the same time that if the new arrangement proved satisfactory, the claim to parity with Hansard would be further considered. A year later, the salary of the Hansard reporters was increased to $2,500, while no advance was given to the committee reporters, and when the Civil Service Act was passed in 1908, the Hansard reporters were classified with a salary range of from $2,100 to $2,800, as compared with $1,600 to $2,100 in the case of the committee reporters. Incidentally, it may be stated, the Senate reporters received the same classification as the committee reporters.

As the work of the committees continued to increase, the staff of reporters was increased to three in 1911, and to four in 1912. It was understood—indeed I believe official assurance was given that as vacancies arose on the Hansard staff, these would be filled from the committee staff, by way of promotion; but in 1912, when three such vacancies did occur, the committee reporters were informed by the Civil Service Commission that to obtain the Hansard positions they must pass an examination. Two of them declined to take part in an examination, claiming that they were entitled to promotion, without such a test. The third took the examination and passed first among the candidates. That the claim of the committee reporters to promotion to Hansard without examination was justified, has been demonstrated by the fact that the Commission have since conceded it, three of the present Hansard staff having been transferred from the committee staff without examination. This also proves, if proof were needed, that the qualifications required for committe reporting are in no way inferior to those demanded for Hansard work.

I now come to the reclassification undertaken in 1918 by Arthur Young & Company. While that work was in progress the committee reporters refrained from making any representations, because the late Mr. T. P. Owens in his capacity as editor of debates personally undertook the responsibility of attending to the interests of the reporting branch as a whole; and having every confidence that our particular interests, as well as those of the Hansard reporters would be fairly and equally dealt with, we left the matter entirely in his hands.

When the re-classification was completed and made public, however, the committee reporters were very much disappointed to find that they had not received the consideration which, in their opinion, the nature of the position and duties entitled them to expect. Whereas the Hansard reporters were classified

[Mr. Charles S. Blue.]

as Parliamentary reporters with a salary range of from $2,520 to $3,360, the committee reporters were classified as assistant parliamentary reporters with a salary range of from $2,040 to $2,400, or a difference of $480 in the minimum and $960 in the maximum.

The Senate reporters, in the original classification as approved by the Commission, wer placed in the same category as the committee or assistant parliamentary reporters; but they immediately protested, and were given a reclassification which placed them on the same basis as the Hansard reporters.

The committee reporters at once made representations to the head of the branch, Mr. Owens, that the classification was unfair, and he admitted that their claim to a higher standard of remuneration was warranted. But the reason he assigned for not pressing it was that; having given the Civil Service Commission and their experts an assurance that he would not trouble them further if the Hansard classification he sought were granted, he could not re-open the subject at that juncture. He offered no objection, however, to the committee reporters making representations on their own behalf, and accordingly at the beginning of 1920 they drew up a memorial setting forth their claims and submitted it first to Speaker Rhodes, and then to the Civil Service Commission. Some correspondence took place at that time. I have copies of the letters here, but perhaps I need not read them in full. On January 3, 1920, Mr. C. A. Matthews, then senior reporter of committees wrote to Mr. Thomas P. Owens, editor of debates and chief reporter, stating that as the revision of the classification of the House of Commons staff was nearing completion, the members of the committee reporters staff had submitted to the Clerk of the House a memorandum asking that their classification be improved, particularly in view of the reclassification of the Senate reporters. On January 6, 1920, Speaker Rhodes acknowledged the memorandum of the committee reporters which he said would have very careful consideration. But he pointed out that these matters rested very largely in the hands of the Civil Service Commission. On January 10, 1920, Mr. Matthews again wrote to Mr. Owens, editor of debates, stating that he had been informed by the Clerk of the House that the whole question of organization and classification had been handed over to a committee who were endeavouring to arrive at an amicable agreement with the Civil Service Commission, and requesting Mr. Owens to take up the matter with the Civil Service Commission, on behalf of the committee reporters. On January 12, 1920, Mr. Owens replied that he had no official notification of any committee appointed to deal with classification and organization, and that he would take no action in the matter pending direction from the Speaker or the Clerk of the House. On January 13, 1920, Mr. Matthews in another letter to Mr. Owens pointed out that in requesting him to take up the matter with the Civil Service Cmommission, the committee reporters had simply followed the course indicated by the Speaker, and again asked his support in their endeavour to obtain a re-adjustment which the committee reporters understood he was prepared to recommend. Nothing more was heard from the Commission in regard to the matter during 1920; and no further steps were taken by the committee reporters until the session of 1921.

By Mr. Chevrier:

Q. Is the contention there that the reporting of the committees is not as important as the Hansard work?—A. As important and strenuous.

Q. That is the gist of the whole thing?—A. Important and strenuous.

Q. I disagree with that altogether. A. So de we, and I do not think it needs very much to be said on the subject for any member of the House of Commons to appreciate that fact. In particular, our point is this: here was a

case where we had the support of the head of the reporting branch, Mr. Campbell; of Mr. Beauchesne, representing the deputy minister of the department; we had a board of hearing, several members of which agreed with our contention, and I have still to come to the fact that the Internal Economy Commission presided over by Mr. Speaker, last year took up the matter and sent in a recommendation, and still that was ignored.

The CHAIRMAN: Let Mr. Blue continue his statement, and we can question him afterwards.

The WITNESS: In the meantime the death had occurred of Mr. T. P. Owens, editor of debates and head of the reporting branch, and Mr. A. C. Campbell had succeeded him in this position. With the latter's approval, another appeal was made to the Civil Service Commission, who, as a preliminary to consideration of the case by a board of hearing, desired an expression of opinion from the editor of debates. Mr. Campbell, accordingly wrote to Dr. Roche, Chairman of the Commission, on June 7, 1921, as follows:

> SIR,—Referring to the appeal of the Assistant Parliamentary reporters for re-classification and increased salaries, I am advised that the Commission desire an expression of opinion from me on the subject.
>
> The controlling element in the situation in my opinion, is this—that in recent years the work of reporting the committees of the House of Commons has changed greatly from what it was before. It is increasingly the custom with the House of Commons to hand over to Committees more work and work of greater complexity. It has also become more and more the custom with Committees of the House of Commons to call for a verbatim report, not only, as in former times, of the evidence that is heard but of discussions that take place and to insist that the report shall be got out immediately for the use of those interested.
>
> For these reasons, the work of reporting the committees is much more difficult, much more extensive, much more responsible, than it used to be.
>
> If the staff of committee reporters is to be kept up in my opinion, it will be necessary, especially in view of the small number of thoroughly efficient reporters to be found in Canada, to offer greater emoluments than have hitherto been offered.
>
> Therefore, if my opinion were asked, I would recommend that the minimum and maximum salaries of those engaged in the work of reporting committees should be suitably increased.
>
> I have the honour to be, Sir,
>
> Your obedient servant,
>
> (sgd.) A. C. CAMPBELL,
> *Editor of Debates and Chief of Reporting Staff.*
>
> Hon W. J. ROCHE, *Chairman,*
> Civil Service Commission.

In the same month, namely June 1921, a board of hearing presided over by Mr. LaRochelle sat to consider the appeal of the committee reporters, and representations wer made on their behalf by Mr. Matthews, the acting chief, Mr. Beauchesne, the Assistant Clerk of the House of Commons, and myself.

Mr. Campbell was also present and he reiterated the views he had expressed in his letter. In the course of the hearing, members of the board indicated that they regarded the remuneration of the committee reporters as certainly inadequate, and the only question seemed to be whether it should be increased to a

parity with Hansard and the Senate reporters, or whether, in order to permit of promotion, there should be a slight margin in favour of the Hansard reporters.

Fully nine months elapsed before the Commission announced the decision of the board, which read as follows:

"March 21, 1922.

"The Board, after hearing the evidence adduced in this case, and perusal of the documents filed herein, is of the opinion that the work of the committee reporters is not as strenuous and as important as that of the Parliamentary (Hansard) reporters and that there should be no change made in the present compensation of the class.

"Yours very truly,

"(Sgd.) W. FORAN,
"*Secretary.*"

This decision, which ironically enough reached the staff when they were working fifteen hours a day under the heaviest pressure, is based, I submit, upon a purely arbitrary assumption wholly unsupported by facts. Invidious comparisons with Hansard do not alter the indisputable fact that Parliamentary reporting in all its branches, whether in the House of Commons, the Senate, or the Committees, demands the highest qualifications, that no distinction is drawn between them in the classification accepted by the Commission, except in the matter of salary, and that, though the conditions under which the work is performed by the respective staffs may vary in certain respects, the duties are equally "strenuous" and "important" and cannot fairly be fairly differentiated.

But if comparisons are to be instituted, I have statistics compiled by Mr. Matthews, formerly senior reporter of committees, which clearly demonstrate that the average working day of the committee reporters is considerably longer than that of the Hansard reporters and that man for man they do more reporting and turn out a greater volume of work—and this under conditions which constitute a greater strain. If the Commission or board of hearing had consulted the documents filed they would have found that during the session of Parliament which had just closed, the average output of each committee reporter represented 786 printed pages as against 664 for each Hansard reporter, and it is certain that this average will be greatly increased during the present session.

As a result of the Commission's adverse decision one of the committee reporters who had passed highest in his examination resigned and is now filling the position of Ontario Supreme Court reporter at a salary of $3,000 with fees in addition. In the circumstances, it was decided to make another appeal to the Commission, this time through the Internal Economy Commission of the House of Commons. Representations to that body were made by Mr. A. C. Campbell, Editor of Debates, and the following is the minute relating to the matter:—

"Board of Internal Economy Commission,
"12th May, 1922.

"Hon. Mr. Lemieux in the Chair; present, Messrs. Robb, Béland, Low and Sinclair.

"The Board heard Mr. A. C. Campbell, Editor of Debates, who represented that it would be impossible to maintain an efficient staff of committee reporters unless an increased remuneration was offered.

After a full discussion of the matter,

"It was resolved

"To recommend to the Civil Service Commission that the present classification of the assistant parliamentary reporters be changed from $2,040—$2,400 to $2,520—$3,120, with a special grade classified at $2,520—$3,360 for the position of assistant parliamentary reporter and senior reporter."

I am informed that this resolution was duly forwarded to the Civil Service Commission, immediately following the meeting of the Board of Internal Economy on 12th May last; but we have received no further communication from the Civil Service Commission in regard to the matter.

Having detailed the various steps taken on behalf of the committee reporters to obtain a reclassification, I beg to submit for your consideration the following points:—

1. That the title "Assistant Parliamentary Reporter" is misleading and prejudicial since it does not even approximately convey an idea of the duties performed, and it implies an inferiority of qualifications which does not exist and which is not recognized in the classification itself.

2. That the remuneration provided under the existing classification for the work performed by the "Assistant Parliamentary (Committee) Reporters" is utterly inadequate and not at all proportionate to that provided for other positions demanding similar qualifications and involving work of a kindred and certainly not more exacting or onerous nature.

3. That, if not considered to a classification which would place them on a parity with the Hansard reporters and Senate reporters, who receive a salary ranging from $2,520 to $3,360, the committee reporters should at least receive not less than the Dominion Government Court reporters who are classified with a salary range of $2,760 minimum to $3,120 maximum.

4. That in no other legislative body, so far as I am aware, is there any discrimination made between the Hansard and Committee reporters in the matter of remuneration. In the United States House of Representatives there are two distinct reporting staffs, one of Official Reporters of Debates, whose work, like that of our Hansard staff, is confined to the debates on the floor; the other the Official Reporters of Committees. Up to 1918 the salaries of both staffs were $5,000 a year for each reporter; in 1918 the salaries in both cases were raised by a unanimous vote of the House to $6,000 a year. In the British House of Commons also the Hansard and Committee reporting staffs receive equal renumeration, and the same rule applies I understand, in the Federal and State Legislations of Australia.

5. That in view of the fact that the claim of the committee reporters to increased remuneration has been approved by the chief of the reporting branch, Mr. Campbell; and by his Honour the Speaker and the other members of the Internal Economy Commission, the Civil Service Commission are not justified in refusing it on the grounds mentioned, and,

6. That reconsideration of their claim is urged not only in the interests of the individual members of the staff but in the interests of efficiency.

Under modern conditions the value of efficient shorthand reporting has been increasingly recognized, and the demand upon the services of the expert

reporter is greater than before. But while the field has extended and the scope and character of the work have widened, the supply of trained reporters has not kept pace with the demand. Those who are in the business find it increasingly difficult to procure assistance when it is required as it often is; and, in this connection, it may be recalled that at the two last examinations held for committee reporters, only two candidates out of a total of thirteen qualified in each case.

Official reporters are not, and cannot be, developed by the schools and business colleges. The nature of their work is that of technical experts, who must possess not only shorthand ability of the highest order, but a wide range of knowledge, a ready grasp of details, a familiarity with forms of procedure and scientific nomenclature, and ability to turn out copy speedily, all of which can only be acquired by a long course of training in the courts, in the general practice of the profession, or in newspaper work.

For the purpose of parliamentary reporting the last mentioned might be regarded as the best recruiting field of all; but owning to changed conditions in the newspaper profession, verbatim reporting is no longer required, and, consequently, as the recent history of the Hansard staff shows, that source of supply has been practically exhausted. The only other sources available, if the high standard of parliamentary reporting is to be maintained, are the limited corps of court reporters and general practitioners; and the services of these trained experts can only be procured if the scale of remuneration, provided under the civil service classification, is fixed to approximate to their average earning capacity. They will certainly not be attracted by the present inadequate classification of committee reporters. This has been demonstrated in the last two examinations held by the Civil Service Commission to fill vacancies on the committee reporters' staff. In the first, thirteen candidates from different parts of the Dominion sat, but only two qualified. Of these one was appointed, and as already mentioned, he resigned at the close of last session owning to the refusal of the Civil Service Commission to grant re-classification. In the second examination held in the beginning of this year, thirteen candidates again took part, and again only two qualified. But though both were appointed, only one remains on the staff, the other successful candidate preferring to retain the position he held in another branch of the service. Under the conditions which prevail, with the multiplication of parliamentary committees conducting important investigations that call for daily copy, the necessity for an adequate and efficient staff of reporters to cope with the ever increasing volume of work must be obvious, but I have no hesitation in asserting that such a staff can neither be secured nor maintained under the present classification.

By Mr. Chevrier:

Q. I think that is a very fair statement; I do not see why you should not be paid the same as the others. Who turned it down, the Civil Service Commission?—A. The Civil Service Commission, all the way through.

Q. Who looked after it in the Civil Service Commission, the investigators? —A. In the beginning, the trouble was with the experts from Chicago.

Q. They turned it down?—A. They turned it down.

Q. After having the recommendations?—A. Not at that time. Mr. Owens had a big fight to get the classification he wanted for the Hansard Staff, and—

Q. As I understand it, you had the recommendations of Mr. Campbell, Mr. Beauchesne, and the Speaker of the House?—A. Yes, later.

Q. That went to the Civil Service Commission?—A. Yes.

Q. Then did some of the experts come to investigate?—A. I think Mr. Payne came down and consulted Mr. Campbell; I was not present, but knowing Mr. Campbell's views I have not the slightest doubt that he took the same attitude as that expressed in his letter.

Q. Was the matter ever brought to the attention of the Commissioners themselves?—A. I do not know, except that I am sure that that recommendation of the Internal Economy Commission was forwarded, and I know the board of hearing sat, because I was present.

Q. What did the board of hearing do?—A. The majority seemed to be strongly in favour of our contention, and it was a great surprise to us when, some months afterwards, we learned that the appeal had been refused.

Q. I cannot see any reason why you are discriminated against.—A. The only reason given was that the work was not as strenuous or important as the Hansard work.

Q. Did the gentleman who passed on that come and investigate it in a proper way?—A. He did not.

By Mr. Shaw:

Q. This salary you refer to, is that a yearly salary or a sessional salary? —A. A yearly salary.

Q. When the session is over, what do you gentlemen do?—A. We are free to take up any other reporting work.

Q. So really the salary that you are paid is not a yearly salary but a sessional salary?—A. Yes, with this qualification, that we are retained for the whole year. There have been occasions when the House has sat nine or ten months; perhaps there may be two sessions in a year, as has sometimes happened, and of course we get nothing more in that case.

Q. Take last year; the session lasted four months. You would be free for the balance of the year?—A. Yes.

Mr. CHEVRIER: I am not putting it on that scale.

Mr. BROWN: That does not affect the discrimination.

The WITNESS: Our chief point is that the Commission has fixed the standard for parliamentary reporters, and we are either that or nothing. That is the whole thing in a nutshell.

By Mr. Shaw:

Q. There is no reason, I suppose, why you gentlemen could not do the reporting in Parliament?—A. I myself was on Hansard for six sessions, and I know the difference between the two; I can speak from experience.

Mr. CHEVRIER: Personally, I would think the committee work would be more strenuous.

By the Chairman:

Q. The speakers change faster?—A. Yes, and the committees come with such a rush.

By Mr. Rinfret:

Q. Could that case not be brought before the Committee on Debates?—A. My information with regard to that is that the Committee on Debates have not met for a couple of years, or something like that, and we believed the matter was one for the Commission to deal with.

Mr. CHEVRIER: It seems to me you have exhausted your powers now, after the various recommendations being sent to the Civil Service Commission and being turned down.

The CHAIRMAN: I do not think it would be out of order to ask Dr. Roche if he can give us any light on that.

Dr. ROCHE: This is the first time I have heard of the case, and certainly I would not wish to express my decision now.

The CHAIRMAN: I wondered if you had any recollection as to why this was turned down.

Dr. ROCHE: Would Mr. Blue answer me this? He states that for several years he was on the Hansard staff. Why did he leave?

The WITNESS: My health broke down, and I was too ill to continue on the Hansard staff.

Dr. ROCHE: Did you go back to the Committee work because your health broke down?

The WITNESS: No, but I was advised that I must of necessity avoid all-night sittings, and the Committee work obviates these.

Dr. ROCHE: So that the Hansard work, because of the night work, is considerably more strenuous?

The WITNESS: No, I would not admit that.

Dr. ROCHE: It seems rather strange to me that you should leave the Hansard work because of your health.

The WITNESS: I might say, since it has been brought up, that it was my heart that was giving trouble, and the view of the doctors was that one all-night sitting might put me out. It was not the usual work of the session that they were afraid of, but they said that if an occasion like that arose, as it might on Hansard, they would not be responsible for the results.

Dr. ROCHE: The work of the committees may be more strenuous now than it was in my day, but I think Mr. Owens was a party to the differentiation.

The WITNESS: Yes, he was at the begining.

Dr. ROCHE: He was the head of the Hansard staff at the time?

The WITNESS: Yes, but at the same time I can assure you, Doctor, that he always admitted that his own classification was unfair; in fact, just before he passed out we had his approval in making an appeal.

Dr. ROCHE: I do not think anybody would object to have another man get what he could, but he, I am sure, was equally responsible in connection with the differentiation between the committee reporters and the Hansard reporters.

The WITNESS: Yes, I can give you the reason for that, too. Mr. Owens had a view that the committee reporters staff would make a good training ground for Hansard, but I did not agree with him; and there is no reporter who has had any experience in the business who would agree. You cannot get young men to come here and do the work efficiently, through the schools or colleges, as I have pointed out. You have to have experienced men, and if experienced men come here they are not going to work for a salary that is so much less than that of the Hansard and Senate reporters.

By Mr. Chevrier:

Q. Was the whole decision based on your own case?—A. No, my own case was never mentioned, that I am aware of.

Q. And supposing it had been mentioned before the board of hearing, or at some other stage of the proceedings, that your health broke down and you took this place on the committee staff, that might affect you, but surely it should not affect the whole standard.—A. As a matter of fact, that point was not raised at the board of hearing. Mr. Campbell did mention that one of the reasons he supported the claim was that Mr. Blue had had experience on both the Hansard staff and the Committee staff, but no question was put to me on that point.

Q. As I understand it, Mr. Campbell recommends it?—A. Yes.

Q. Then Mr. Beauchesne recommended it?—A. Yes.

Q. He knows the work, and the difference, if there be any difference. The Speaker and the Internal Economy Commission know the work of the Hansard reporters and their work, and they recommended it?—A. Yes.

Q. Then it went to the Civil Service Commission. Now, Dr. Roche, I would like to know what official of your Commission is responsible for this decision?

Dr. ROCHE: The board of hearing is responsible.

The WITNESS: The board of hearing——.

By Mr. Chevrier:

Q. The board of hearing is responsible? Who composed the board of hearing?—A. My recollection is that Mr. LaRochelle was in the Chair; as a matter of fact, the department was not represented on that board of hearing.

Q. You were not represented?—A. No, except through Mr. Campbell, but he was not on the board, he came down to support our case.

Q. Who were the three on the board of hearing?—A. Mr. LaRochelle, Mr. Kearns, the late Mr. St. Laurent, Mr. O'Connor, and another gentleman whose name I forget.

Q. Then what happened at the board of hearing, who presented the case? —A. Mr. Matthews, the former senior reporter. Mr. Campbell also supported it, and I said something too.

Q. Then the board of hearing considered that?—A. Yes.

Q. Did they have any experts come down to investigate?—A. No.

Q. Now, I do not know, but it seems rather strange that Mr. Larochelle and Mr. St. Laurent and Mr. O'Connor and this other gentleman, who probably know as much about reporting as I do, should take upon themselves to pass judgment in the face of three or four recommendations from men who really do know the work; I cannot understand that.—A. And a feature of the board of hearing was this, that Mr. Kearns, who does know the work here, put up a strong plea on our behalf.

Q. Was he a member of the board?—A. Yes, and he put up a strong plea in favour of our contention.

Q. And in the face of a gentleman who knows the work. Two or three others who have no experience in that line, ruled him out?—A. Yes, evidently.

Q. That is one of the objectionable features of these boards, that some of the men who sit on them, on some occasions have no knowledge of the things that they have to decide?—A. They certainly did not have on that occasion, with the exception of Mr. Kearns, and he strongly supported us.

By Mr. Shaw:

Q. When did you start your work this session?—A. We started in February, about the middle of February.

Q. What committee?—A. The Marine and Fisheries was the first committee to meet.

Q. I suppose the other committees have only got on with their work very recently?—A. Within the last few weeks.

Q. So the month of February and I suppose most of March would be comparatively light?—A. The work has been anything but light since it started.

The CHAIRMAN: The fact of the matter remains, that they really have more pages than the Hansard Reporters.

APPENDIX No. 5

By Mr Shaw:

Q. I am not trying to suggest that you should not get more money, or that your work is not as heavy now, because I am sure it is, but is it, during the session, always as heavy as that of the Hansard reporters?—A. We have the statistics there; it would depend upon what you mean by "heavy." If you judge it by output and length of hours, I maintain we work more hours, considering the staff we have, compared with the Hansard staff, and the figures are here.

By the Chairman:

Q. You turned out more pages than Hansard reporters?—A. Yes sir.

Q. It will be much more this session?—A. Yes.

Q. You are doing four hundred pages a day?—A. Yes, about that.

Q. And last session, Hansard only turned out six hundred pages for each reporter?—A. That was in 1921.

By Mr. Shaw:

Q. Can you tell me what they were last session?—A. That was for 1921.

Q. What was 1922?—A. In 1922, as I say Mr. Mathews was the senior reporter, and he was superannuated last year. I do not know that he took any figures last session, and I was not in a position to do so. But they can be compiled, if desired.

Q. When was it that this decision was given?—A. In 1921.

Q. What month?—A. June.

Q. Was the session on?—A. The session had just finished or was just finishing.

Q. Was finished?—A. Just finishing.

Q. So that these people in coming to their decision may not have had before them the work you were doing in 1921?—A. My impression is that they would have, because I know Mr. Matthews had those figures prepared at the time he submitted the case. Knowing Mr. Matthews' methodical habits, I think he would put them in.

The CHAIRMAN: I think you should be paid piece work for the number of pages you write. That would settle the whole thing.

By Mr. Shaw:

Q. Have you taken it up with the Commission lately?—A. No. It is in this position: it has to be taken up through the head of the branch, Mr. Campbell. In view of that recommendation last year from the Internal Economy Commission, we have been waiting for some action, and we have made no further representations.

Q. You think that recommendation has been forwarded?—A. I have the assurance of the Clerk of the Internal Economy Commission that it was. That is all I can say.

Witness retired.

The Committee adjourned until 8 o'clock p.m. April 17th, 1923.

TUESDAY, April 17, 1923.

The Special Committe on the Civil Service Act of Canada met at 8 o'clock p.m., the Chairman, Mr. James Malcolm, presiding.

The CHAIRMAN: We have several witnesses to-night. We will first call Mr. T. G. Matheson, President of the Dominion of Canada Public Works Federation.

Mr. T. G. MATHESON called and sworn.

By the Chairman:

Q. Are you prepared to make a statement or do you wish to start with examination?—A. I have a statement. First, I would like to express the appreciation I have of appearing before this Committee. It was not until within a few days ago that I made up my mind that I would come, only that our associations out West, in a measure, demanded that we should make an appearance on this occasion. If you will excuse me, I would like to be a little personal, beceause you generally like to know the civil servant who is speaking to you, to avoid a lot of questions afterwards. I may say I have been in the service for nearly twelve years, I was appointed, if you may call it, under patronage. I was invited into the service. I did not make any application for the office. I came in as assistant mechanical engineer in Toronto, and four years after was appointed chief engineer, which position I hold at the present time. I want to say I am an engineer with, next month, fifty years' service. I served my time and have been at it all my life, and I am in a position to speak as to the condition of things as far as I have seen them in the civil service. When I came into the civil service, in the Public Works department, we had no organization at all. I wanted to do what I possibly could for the men in the civil service, especially in Toronto, and we organized an association there. Since that time it has developed into a federation, with associations right throughout the Dominion. From the Pacific Coast we have Victoria, Vancouver, Edmonton, Winnipeg, Toronto, Ottawa, Montreal, Halifax, Quebec, and one or two others.

By Mr. Chevrier:

Q. Could you say what is the total membership of your association?—A. Well, roughly about 2,600.

Q. How many in Quebec?—A. Do you mean in the province of Quebec?

Q. No, in the city of Quebec, about?—A. There are about 55 men in the city of Quebec on the staff.

Q. And Montreal?—A. About 240.

Q. Ottawa?—A. I would like to make my statement first. I will answer any question after. I ask the privilege of making my statement. Question me after I am through. Mr. McGarry will help me out in that, because I have my statement prepared. I hope you will not mind my saying that.

By Mr. Parent:

Q. Did you say at the beginning of your remarks what your association consists of?—A. It consist of the maintenance branch, dredging branch, and mechanical staff of the Public Works department. In the West, we have some of the engineering staff.

By Mr. Chevrier:

Q. You say the Mechanical branch. Do I gather that that means the masons, bricklayers, the boilermakers, and everybody in the labouring positions in the employ of the Government, or what?—A. Absolutely, yes.

Q. Everyone of those?—A. All those under prevailing rates too. I would like to say this, as far as the question of the classification is concerned, I was in Ottawa when the Classification Bill was passed. I appeared then before the Committee, the same as this Committee that has it in hand now, and answered questions then, and expressed my opinion as regards the classification as we have it. I also went before the Senate and made the same explanation. I watched the classification as carried out by the Civil Service Commission, and would like to give you my experience. But first of all, I would like to say there is a good deal of difference in the civil service now from what it was when I entered it. We had then a Dominion-wide Civil Service Federation. Some of the officers you have had before you and these gentlemen have expressed an opinion with regard to our Public Works department that we take some exception to, and I would like to draw your attention to that as I go along. The classification I refer to now is the classification on which I appeared before the Committee and the Senate. When I got this classification at the time I went throughly into it as far as the Public Works department was concerned. I have to say, and a good many people have taken objection to it, as far as the Public Works department is concerned, that the classification in this book, to me,—

By Mr. Parent:

Q. What do you call that book, give it a title?—A. The Book of Classification that was passed by Act of Parliament which all members had at that time on their desk. As I say, I have gone into it as far as definition of the men in the Public Works is concerned. Of course it appealed to me as far as our members of the Federation was concerned. Every position that was in this book I have gone into, and we have been repeatedly up before the Board of Hearing in connection with certain corrections, but I must say candidly that, as far as the positions of the Public Works department is concerned, whoever might be the originator of this book, to me it is something unique. It describes the positions. The very first position I turned over in this book was my own, and there is not a Board of Examination to-day that could define that position and my qualifications, and that of the engineers in the service, any better than that book. The trouble is that it is not carried out. That is where the trouble is, so far as we are concerned. Other people have said that it was a conglomerated mass of all kinds of things, but so far as I am concerned and the Public Works, that book is all right, and the Federation agrees with me in that, every one of our association agrees that the definition of that book, as far as the position is concerned, is all right.

By Mr. Chevrier:

Q. Just a moment, you say so far as the definitions of the positions are concerned, the book could not be improved upon?—A. Not as far as the Public Works are concerned. I would like—

Q. Just a moment, the second branch of your remark is that the objectionable feature is in the carrying out of the classification?—A. Exactly.

Q. Let us get that down right. The definitions are O.K. but the working out of the classification is objectionable?—A. Exactly.

Q. Well, let us start from that.—A. Let me go a little further, and say that the Arthur Young book failed in the reclassification.

By Mr. Parent:

Q. Is that the Arthur Young book?—A. This is the book that was before every member of the House, and was gone through by the members of Parlia-

ment, and the positions were taken up and discussed in the House, because I was there and heard the different definitions of the positions read over and finally passed. There is a lot of inconsistency, I will admit that.

By Mr. Chevrier:

Q. Inconsistency in what?—A. In that there are two conflicting positions.

Q. Conflicting positions in what?—A. In certain positions, that is, two positions by which one official's duties overlap another's.

Q. That is the position you take?—A. Probably I had better read you what I have and that will give you a clear understanding.

Q. Does the apprentice boy come within the jurisdiction of your association, the apprentice boy?—A. No.

Q. That is not in your association?—A. No, there are no apprentice boys so far as I know, and when a man comes into the office he has to tell his experience and we have no apprentices in the Public Works department.

Q. I was just mentioning that because from the qualifications and definitions I did not know whether they were covered or not?—A. They are not. Here is one definition, public buildings. Here are the qualifications or the definitions of the qualification of an engineer. Engineers protested against the word and considered they had a right to be called engineers; that occurred with the Arthur Young Company; they objected to the use of the word. I will just go ahead and read this: Checking the method of power reclamation land or water surveys, the relation to other surveys the consistency and completeness of all data furnished by the surveyors or field engineers; preparing plans and sketches to accompany intructions to surveyors and engineers in the field; to lay out and supervise the work of assistant office engineers, engineer clerk and draughtman, to conduct correspondence and to perform other related work as required; examining the returns of field engineers and surveys of Dominion Lands; collating and analysing rainfall; to supervise and assist in the operation and maintenance of the power plant, equipment of a public building and to perform other related work as required. For example, operating heating and ventilating apparatus, directing the firing of boilers and the lubrication of power and machinery equipment, operating engines, pumps, generators and other auxiliary power apparatus; supervising and assisting in the repair and maintenance of fire and engine room equipment; locating pounds, taking up bearings, cleaning boilers, packing valves and glands, and injecting anti-scale compounds into boilers; looking after the upkeep and repair of the building and of heating, ventilating, vacuum cleaning, water, and wiring system; oiling and keeping in operating condition elevators and their power apparatus; requisitioning and being accountable for an adequate supply of fuel, lubricant, and other mechanical supplies required for the power plant and building.

Q. It is a sort of an encyclopædia?—A. That is the qualification to have an efficient engineer in a public building.

Q. What are you quoting from?—A. From page 518 in the class "Public Building Engineers" which it ought to be. Let me say in the city of Toronto or any large city, the man who has charge of the heating and lubricating power in the building is the engineer and in a good many places he is not efficient and they have a superintendent or overseer and you will see the significance; the district overseer has the boiler under his direction and he supervises the maintenance and the work of caretakers and cleaners and then he has got the engineers and firemen and that word should have been left out instead of placed in there. That is the overseer who has complete charge of the men and had charge of the power plant and he has no right or should have no right to have anything to do with cleaners. He should make recommendations with reference

to and supervise all repairs on all occasions and to be responsible under direction for the cleaning protection, heating, lighting, water supply, elevator service and other work in connection with the maintenance of a Government building and to perform other related work as required. The first man requires to have an ordinary certificate covering three years and to have executive ability so that he may occupy and carry out the duty, he being the man in charge of the engineers. In that way he would be occupying the position now occupied by these two men and in the case of the Arthur Young Company one did not have the necessary qualification. That is the way I saw the classification being carried out.

Q. How does the book say it should be carried out?—A. The definition of the position is all right and that is the position.

Q. But there is an overlapping of positions?—A. Well no, there is no overlapping.

By Mr. Parent:

Q. There was an understanding between the two men?—A. Between the two officials do you mean up there. There is a friction between the two as far as the two positions are concerned and the classification covers the two positions.

By Mr. Chevrier:

Q. Are there a good many instances of that kind?—A. In the large buildings, yes.

Q. In that classification?—A. Yes, there are a number of positions the same way that have not been remedied yet.

Q. Does that cause friction or trouble?—A. As far as I understand there is a kind of a mutual understanding, but it is not satisfactory.

Q. Does this classification as set out there—in working that out does it cause trouble, friction or misunderstanding in the staff or in the pay or what is the natural result of it, if any; what is the practical result of that in the work?—A. The result is simply there is an understanding between the two and the work is divided between the two and the responsibility is not in the right place.

By Mr. Parent:

Q. Do you know of any case having occurred to your own knowledge?—A. Yes, we have one in Toronto.

Q. Give us the facts as you know them and we will understand that very clearly.

A. I will give you an instance—it is a personal one, in my own case. When I saw this classification I was willing to assume the responsibility—

By Mr. Chevrier:

Q. Let us know what your position is?—A. Chief Engineer.

Q. Where?—A. In Toronto.

Q. Of what?—A. Custom House.

By Mr. Parent:

Q. What were your duties?

By Mr. Chevrier:

Q. They must not look after all the plant?—A. Yes, exactly what the definition says.

Mr. CHEVRIER: He says his work is set out in the definition there.

The WITNESS: That is my work and that is what I recognize as my work, and that is out of the classification.

By Mr. Parent:

Q. You are appearing before the Committee now and Mr. Chevrier just asked you this question: What are your duties and what do you do as chief engineer?—A. I have the charge of the power plant and the building itself, heating and equipment.

Q. What does the power plant consist of?—A. I have the steam engine and electric motor.

Q. In a big public building?—A. In the examining warehouse in Toronto; I am the only engineer there.

Q. There would be no conflict if you are alone?—A. There is this conflict: there is a district overseer who has charge of the other building and he supervises the heating in the other building; there is no friction, but what I am pointing out is this is the real way—

Q. You started out to explain that?—A. I was trying to explain as far as the classification was carried out in this book, that each position was taken care of and it was better then than it was before.

Q. The dividing up and the definition of positions in the light of that dictionary did not exist before?—A. No, it did not exist before.

Q. Let us understand it rightly. Previous to this dictionary or definition of classes it stands to reason there was not anything. Then this book comes along and defines the class and you say that is better than the previous system; you say you are satisfied with the definition; did you say you are not satisfied with the actual working out of this definition because there is friction or there might be?—A. I didn't say there was friction.

Q. Or conflict?—A. Not conflict, there is a perfect understanding. If there was a litle organization as there ought to be, the duties would be different to what they are.

Q. After all, if these definitions are right I do not see that there would be room for conflict. If the definitions are not right the two positions are defined in the same way or one is defined larger than the other?—A. The trouble is these officials will not carry out this classification, that is the trouble.

Q. The officials won't carry out this classification?—A. The officials haven't got the classification to carry it out.

Q. Proceed and give us the case you have?—A. Here is a classification in which officials themselves have not got a copy. I have a copy and looked through it and read it over and others have thrown it away, but still that does not condemn the book. There were not enough numbers of it. It was passed up and the officials did not look at it and put it to one side after it was passed by Parliament.

Q. Is that the book Mr. Chevrier calls the joke book?—A. The Civil Service do not like it—

Q. The more I hear about the book the more I am convinced Mr. Chevrier was right. Are there many copies of this book?—A. I do not know; as I said before some of the civil servants do not like it because it is too efficient.

By Mr. Chevrier:

Q. If it is too efficient, it is too complex?—A. There is a difference between complex and being efficient. If that book puts the position of the civil service in a state of efficiency and some of the civil servants do not like it, it is too efficient to suit the service.

Q. Is that the state of facts?—A. I am giving my candid opinion. Let me make another statement which will put me a little clearer before you. I am not here for my own interest. I am responsible for everything I say and I am trying to live and have been for twenty-five years living a Christian life and helping the man who is down and that is the reason I am here to-night. I do not care what the civil service says as I know what that book means to me and I want to impress upon you what it means and I hope you will take my statement, coming from a man who wants to speak facts. I want to do an absolute service to the department and to the Commission and that is my position. I have read this thing and have gone into it and digested it when I had no faith in Arthur Young and Company. I have got something here that appeals to me to be as an efficient piece of handiwork for the Civil Service and the Public Works department.

Q. If you are satisfied we can pass over it. If you have any suggestions to make or any complaints I would like to have them.—A. Well now, there is nothing in the Public Works Department that applies to the Public Works Department which we did not appeal against. We have appealed against it; I read it to you and Dr. Roche, the Chairman of the Civil Service Commission, can bear me out that when the classification was going through the House and I saw the inconsistencies in it and asked Dr. Roche would they be remedied and he said yes.

Q. Were they remedied?—A. To a certain extent, yes; just a moment.

Q. Then they were remedied to a certain extent but there are inconsistencies that exist yet?—A. I am not going that far. I have in my hands an appeal to the Board here against this classification. The men in the Public Works department found out they had a big job reclassifying every one in the Public Works department, a number of mechanical men who had been picked out of the Public Works department and instead of paying a high salary to this man, the salary they deserved they simply paid the prevailing rate and by referring to this book it will be seen that the classification of these men in that position is all right. The proposition is all right and the classification in every branch of the service is all right, but there are no rates of compensation in accordance with the prevailing rates.

Q. On what grounds did you appeal?—A. On the ground that we have a large number of men in the Public Works department who have been in the Service for ten, twenty, twenty-five, and thirty-five years as tradesmen and they were getting a stated salary till this book came out and the Arthur Young Company put these men on the prevailing rates and they were deprived of all other privileges that civil servants were getting.

Q. What were these?—A. Certain privileges such as sick leave and holidays and that is the time I went to Toronto and we appealed to the board and got the prevailing rate. We thought it was unfair and we saw an injustice was being done to the men and went to the department and the department said you are giving a non-union rate and there is no work we will let you have and I knew exactly what that meant. It took a long time to get them to say what the prevailing rate was but it finally got down to a union rate. Here were men in the civil service, who had been in the civil service twenty-five or thirty years; some of them had only been getting $500 or $600 a year, and a man I knew of being superannuated only got $750, and he had been a number of years in the service. Here were a number of men taken by the classification. They said "we will give you prevailing rates". Their future was gone; their holidays were gone, and they were looking forward to something under the Calder Act. That was swept away. We appealed that to the board of hearing. I will read to you what Mr. Bland says (reads)—

"December 22, 1920.

"This appeal was filed by the board on the 13th October, 1920. The reply of the department thereto was received on the 8th of December, and the case set down for hearing at the earliest date convenient for all concerned.

"There were present, on behalf of the Department, J. B. Hunter, Esq., Deputy Minister, and Mr. R. C. Wright, Chief Architect, and on behalf of the Dominion Public Works Federation, Messrs. Matheson of Toronto, President, Jacques of Ottawa, 1st Vice President, Airlie of Montreal, for Secretary-Treasurer, Valin, for employees under prevailing rates at Montreal, Wilson, acting for Federation executive, Seguin, President of Ottawa Association, Messrs. Hannan, Sullivan and Smith, for Federation executive, and Ralph, Chairman representative.

"The evidence of a number of witnesses was taken and the notes of the reporter are attached hereto, with other papers in the case.

"The board considered the various features of this appeal at several executive sessions, and hereunder makes certain recommendations for the consideration of the Civil Service Commission.

"Respecting the question of prevailing rates, which was the major point considered, it would appear that the nine months during which prevailing rates have now formed the basis of compensation for certain classes of employees is an insufficient time in which to determine the relative cost to the department of prevailing rates as compared with the former salary schedule, though it may be noted that wages paid to most of the skilled trades have been pretty well toward the peak during the period mentioned. The deputy minister of Public Works stated that the was obtaining information covering a period of six months, for comparative purposes, but it was not yet available at the time the case was heard.

"It was stated to the board at this hearing by representatives of the Federation that those employees classified under prevailing rates, had, according to an opinion of the Department of Justice, lost their status as civil servants, such privileges formerly enjoyed, as sick leave, annual holidays, etc., and the hope of participation under any retirement plan approved by Parliament became lost to them.

"As some of the persons so affected had been 15, 20, 25 or more years in the continuous employ of the State, the loss of their status, as advised by the Department of Justice, is obviously very serious.

"Representatives of what was said to be a small minority of those paid prevailing rates, stated to the board that as their trades were among the more highly paid, they preferred to continue on prevailing rates, as they thereby would probably receive more than under the salary schedule, even allowing for the loss of sick leave, holidays, etc., though they desired to re-obtain such, while keeping to the prevailing rate system."

I might say that these men who wanted prevailing rates, were the young men who had just come into the service and had nothing to lose, and they saw the large cheque, and they stayed at prevailing rates, whilst the old men wished the rate they were getting with the privileges. (Reads):—

"The several clauses of the appeal are dealt with, in order,—

Clause of Appeal.

No. 1. "We would respectfully ask you to again consider the question of 'Prevailing Rates' as paid to our members who have been a considerable number of years in the Service, and the effect to them

of their being placed under prevailing rates, in regard to their losing the benefits of the Bill 120, which became law at the last Session, and which Bill was specially provided for their benefit. The Justice Department has stated that being placed under prevailing rates they lose all benefits provided in this Bill. These benefits would have been received had they been permitted to remain 'under salary'."

"The Board recommends:—

"(*a*) That prevailing rates, as at present paid to employees of the Public Works department, should be continued until the end of the current fiscal year, namely March 31st, 1921.

"(*b*) That in the meantime, a salary schedule be prepared to be substituted for the present plan of compensation upon its acceptance by the department and the employees concerned.

"(*c*) That those persons who were in the employ of the Department of Public Works at the date of classification (April 1, 1919) and who, by reason of having come under prevailing rates, thereby lost their status as civil servants, shall upon accepting classification under the schedule referred to in the foregoing paragraph (*b*), have such status restored to them, and suffer no detriment as to continuity of service from having been compensated under the prevailing rate plan. Any necessary amendments to 'Bill 120' now chapter 67, Act, 1920, to make such effective to be recommended to the Government by the Civil Service Commission.

"(*d*) The Board has not had any appeal from employees of other departments respecting prevailing rates, but submits for the consideration of the Civil Service Commission that should salary schedule be put in effect for employees of the Department of Public Works, the merits of the application of the same principle to other departments should be given favourable consideration."

I want to say that is the recommendation of the Board of Hearing, and I understand it was accepted by the Civil Service Commission, but the department refused to let us have it.

Q. In other words, to put that into concrete form, for the privilege of getting your classes defined, did you not lose by reason of this classification all of your former privileges by being put under the prevailing rates?—A. They lost them all.

Q. Would it not be better if you had no definitions and remained under the old system?—A. Would we be better off under the old system?

Q. If you had remained as you were before getting your classes defined and before being brought in under that classification?—A. No, we would not.

Q. What is the difference?—A. We would be better off under this, if we got a salary. If they had given them a salary under this classification, with the classification they would be better off.

Q. You could not get the salary because you got the prevailing rates? Under the classification, the system of classification, the principle of that classification was that you could not get a salary and that you had to get prevailing rates?—A. Yes.

Q. That is just what I say. If you had the system, and the principle that underlies the classification, so far as labouring positions are concerned, which is namely, that of prevailing rates then for the benefit of the definitions of the classification, you have to sacrifice your salaries and go on the prevailing rates? —A. Yes.

Q. If that prevailing rate is an essential feature of the system of classification—.—A. Yes, but we do not agree with this rate, because we appealed against it.

Q. But those in whose hands the power lay decided that the feature must be prevailing rates, as the price of that classification?—A. We claim that those people who said that had no right to say it. According to the Civil Service Act here again, they have the right to have the privilege of the Civil Service Act.

Q. You cannot have your pie after having eaten it?—A. We are only asking justice, that is all.

Q. I am anxious to see you get justice, but you have to have one or the other. If the people, in the last resort, say that the underlying feature of that principle is the ordinary rate, and you are going to ask for the benefit of the classification, you have to sacrifice the prevailing rates?—A. Certainly. We want a salary in the place of it, but we want a salary equal to the prevailing rates. Supposing the department is willing to pay under the prevailing rates —take for instance a carpenter under prevailing rates—.

Q. Let us put it this way; supposing they tell you, you have to make your choice, you have to take the choice between the classification and prevailing rates, or you have to go back to the old system and your salary, what do you want?—A. We want a salary.

Q. If you got the present classification with your salary, you would rather be there?—A. If you get the salary adjusted to the prevailing rates.

Q. If you cannot get that you would rather go back to the old system. Let us put it down so we will know how to argue about it.—A. What do you mean by the "old system"?

Q. The system, whatever it was, that prevailed before you got this definition book?—A. Well I told you before we got the definition book we were paid all kinds of salaries. We were not paid a definite salary in Canada. We were satisfied in Toronto, because we put up a fight to get it.

Q. It was up to them to make a fight?—A. It was up to the Government to give everybody fair treatment.

Q. Let us get down to some principle?—A. The principle we contend is this, that if the Government wants to pay on the prevailing rates, we will say if it amounts to $1,800 a year for a carpenter, we claim the Government ought to give him that salary. It does not make any difference whether they call it prevailing rates or salary. If you call it prevailing rates you do not get it. What is more, you are governed by outside unions, and we want to get away from that.

Q. You are talking about the Government giving you that rate of pay. So far as I understand, the Government has nothing to do with it. It is the Commission that fixes that rate of pay, according to the Griffenhagen experts or the Arthur Young experts?—A. The Government could do it.

The CHAIRMAN: I would like to point out to you that the duty of this Committee is to investigate the working of the Civil Service Act by the Civil Service Commission, and the question of what the Government's action is, is not being considered here at all, because the Government in these matters takes no action. These matters are in the hands of the Civil Service Commission, so you must confine your evidence to the working of the Act by the Civil Service Commission.—A. I am trying to show, gentlemen, what the defects in the classification are, so far as I see them, and we have been trying to remedy them. There are some things and we have tried to get them remedied, and the remedy we are asking for is—.

Q. And one of the remedies is the prevailing rates?—A. That is one of the remedies. We want to get our prevailing rates.

Q. Are there any other things you want to get cured?

Mr. GARLAND: Before you leave that, would you be satisfied if your monthly rate was equivalent to your prevailing rate?

By Mr. Chevrier:

Q. A rose by another name would smell as sweet. If the salary gave them the same amount, you would only be calling it by another name?—A. I am not on the prevailing rates. It is the other men. They might be willing to take a certain percentage less, and the department does not seem to want to do this.

By the Chairman:

Q. The Civil Service Commission does not want to do that?—A. Agreed to by the Board of Hearing, agreed to by the Civil Service. I understand they were willing to go back to the prevailing rates.

Q. Who stops you? Do the same conditions obtain in Montreal as in Toronto?—A. Exactly, and right through to the Pacific and Atlantic coast, exactly the same. That is one of the weak points, that they did not put a definite rate of compensation for everyone in the Public Works Department, as they should have done, and we have been trying to get that rectified, and we have not got that done yet, but we do not want it condemned because we have not got it. There is another defect in the Act, and that is this: taking a large number of men out from underneath the Civil Service Act. In other words, they are taking them out.

Q. What do you mean by taking them out?—A. Taking them out and putting them on a temporary staff.

Q. Under whose jurisdiction would that come?—A. I am referring now to those taken out from underneath the jurisdiction of the Civil Service Commission and the mechanical staff, with the exception of very few, taken from underneath the jurisdiction of the Civil Service Commission, and put under the officials. Now these men are deprived of their privileges under the Act.

By Mr. Garland:

Q. Do you want them left under the Commission?—A. Decidedly, we want them to get the privileges of the Civil Service Act.

Q. Do you want them left under the Civil Service Commission?—A. Absolutely. It is the only protection they have.

By Mr. Rinfret:

Q. It would be to their advantage to come under the Civil Service Commission?—A. Absolutely.

Q. You mean after they are appointed?—A. We see a large number of men who have been 20 or 25 years in the Service and have been taken out from under the Civil Service Commission and put on a temporary staff.

Q. Would that render them liable to be dismissed?—A. At any time. They are at the mercy of the officials.

Q. While in the other case they would be at the mercy of the Commission.

By Mr. Chevrier:

Q. What is the difference?—A. Well they have a certain amount of protection now, where they have not under an official.

Q. Let us get that clear. What are you quoting from now?—A. I am quoting from a copy of a report of the Committee of the Privy Council, approved by the signature of the Governor General on the 29th June, 1922.

Q. Now you say that all those people would rather remain under the Civil Service Commission for the reason that if they remain under the Civil Service Commission they will be entitled to the privileges that you just mentioned?—A. Just so.

Q. Now are all of those people that are on that list, or were they all enjoying those privileges?—A. When the Act came into force, yes, every one in the civil service.

Q. Before the Act came into force they were enjoying those privileges, every one that was on the staff?—A. That is every one in the Public Works Department. All are not in the Public Works Department. Some are in Ottawa. As far as it applies to those in the Public Works Department, every one of those was drawing an annual salary.

Q. And did those privileges apply to the temporary as well as the permanent employes?—A. There wasn't many temporary employees before this.

Q. Now take the man that worked for instance during the summer, for two or three months, the men in the different works who are mentioned in that category. They did not have those privileges?—A. You are referring to Ottawa?

Q. All over Canada. They did not enjoy the privileges of 18 days of sick leave and two weeks' holidays, they did not enjoy those privileges.—A. Absolutely, yes. They were permanently employed all the year round.

Q. Oh no, there are two classes of men, there are the permanent and temporary; did the temporaries enjoy any privileges such as you mention before the Act came into force?—A. With the exception of the city of Ottawa where there were a few temporary men taken on for the season, all over Canada the men were under a stated annual salary and got their holidays, three weeks' holiday and sick leave. Previous to that, they had been taken under the Civil Service Commission, but the rest had been taken out and put under an official as a temporary class.

Q. And the only reason why you want them to remain within the jurisdiction of the Civil Service Act is that they might go back to the old system of enjoying privileges?—A. Go back to the privileges that every civil servant is entitled to.

Q. Very well, let us get that down straight. The reason why you want them to go back to the civil service jurisdiction is that they would be entitled to those privileges?—A. Exactly yes.

Q. Provided they were not under the classification of prevailing rates?—A. I would want the prevailing rate men to go back too.

Q. Either you don't understand me or I don't understand you. Before the Act came into force these men enjoyed the privileges you have mentioned?—A. Yes.

Q. When the Act came into force they were put under prevailing rates?—A. Part of them.

Q. All right, part of them were put under prevailing rates?—A. Yes.

Q. Therefore by the introduction of the Classification Act they lost the privileges they were enjoying up to that time?—A. Yes.

Q. Now you say that if they went back to the operation of the Civil Service Act they would be there enjoying privileges that they enjoyed before. That cannot be, because the moment they come under the operation of the Civil Service Classification they are put under prevailing rates.—A. Beg pardon, they come under what?

Q. The moment these employees become again under the operation of the civil service law, a feature of which is classification calling for prevailing rates, these men remain under prevailing rates, and the only way to get them back to the old system where they enjoyed their privileges, was to go back to the system prior to the introduction of the Classification Law.—A. Not necessarily.

Q. Explain that.—A. Let them put them on a stated salary the same as other civil servants.

Q. But that stated salary was done away with the moment the classification was made?—A. But Parliament can put it back again.

Q. Now you admit, and that is the crux of the whole thing, that the moment they come under the jurisdiction of the Civil Service Commission—put that idea of the Government away, because it does not apply—the moment they come under that classification or under the jurisdiction of the Civil Service Commission, they have got to go to prevailing rates.—A. Yes.

Q. And isn't that right, what you want is to get back to the system where they would pay the monthly salary?—A. Exactly.

Q. But as the classification does not give them a monthly salary why do you want them to go back to it? That is what I do not understand.—A. Let me explain this to you then; if they are in under the position they are now, they will never get back, but if they remain under the Civil Service Commission there is a possible chance of an Order in Council being put through to put them on a permanent salary, that is the position.

Q. You mean that the Civil Service Commission will say they should be paid the rate that they were enjoying before?—A. There is a possibility of the Civil Service Commission saying they will try to get it, but never a possible chance of any official trying to get it for us, we know that; it is to their advantage to keep them under the system they have got now.

By the Chairman:

Q. What advantage is it Mr. Matheson?—A. The adavantage is that they can carry on the official patronage which is in the service now.

Q. As to promotion?—A. As to promotion and as to appointment, too. There is the most vicious system of official patronage going on in the service throughout the Dominion of Canada to-day.

Q. Just a moment, now you have made a statement.—A. And I don't have to qualify it either.

Q. But you have to prove it, though; that is why you are here.—A. Let me give you the actual facts, taking them in cities where they have to have temporary men taken on for the time being. They don't have to go to the Civil Service Commission to get temporary men. The official can appoint the temporary men and get them himself.

By Mr. Chevrier:

Q. Don't let us run away with that. The official appoints them. That system has been in force since about a year and a half. Can you tell me of your own personal knowledge, and give me the names of any cases in Toronto or elsewhere, where since those exemptions have been made, patronage has been used of any kind and has produced results such as two men being put where one could do the work?—A. No, I am not making that statement; but wait a minute, I am here to give you the facts. There is a man in a position, I don't have to name names because I can give you the position; there is a man to-day on the Public Works staff in the city of Toronto, who is engineer in the new post office, who is drawing prevailing rates, and has held that position for over two years. He is drawing over $2,500 a year, he has been in that position for two years, he was appointed by an official and his assistants exactly the same way.

Q. Let us follow that charge up then and see what there is in it. He was appointed when, in what year?—A. He was taken over from Love Bros., who built the Toronto Custom House or the Toronto Post Office.

Q. Tell me the date, and the year.—A. I can give you the date to-morrow and all the facts in connection with it, but I want to draw your attention to facts and I am not here to give you any names.

By the Chairman:

Q. You are here to give evidence, Mr. Matheson, and Mr. Chevrier has the right to ask you questions. You have made a charge and he has a right to ask you for the information to substantiate your charge.—A. Mr. Chairman, I have some privileges as well. I am not here to try to get anyone out of his position. I am here to answer facts, and I am giving you the exact position the man holds, and the department can give you the man's name.

The CHAIRMAN: The department is not a witness.

By Mr. Parent:

Q. Then it will come to the same thing?—A. Exactly.

Q. You might as well say it to-night then, if in your opinion he can find out to-morrow morning.—A. Then I will put it this way, the man who is holding the position of engineer in the Toronto Post Office has been appointed by the official down there.

By the Chairman:

Q. Mr. Chevrier asks you when?—A. I cannot give you the exact date.

By Mr. Rinfret:

Q. You said two years ago.—A. Yes, two years ago. Over two years ago since it was taken over and that man holds that position to-day.

By Mr. Chevrier:

Q. Let us start from that. Over two years ago you say that man was placed there, and you say the official appointed him?—A. Yes, he was taken over from Lyall Bros. who constructed that building, and he is holding that position to-day and he has not got an engineer's certificate, and he is not a returned soldier, but he is a friend of the official's.

Q. How can he be paid, if it is such a position that is not exempted?—A. I don't know how he is paid. He is not working for nothing. He is getting his salary, that I know. He is getting the prevailing rates.

Q. How long have been in the service?—A. Twelve years.

Q. To-morrow morning when you give the exact date, will you give this official's name?—A. Yes, I will get it from the department.

Q. You say you have been in the service how long?—A. Twelve years.

Q. Therefore you were in the service previous to the introduction of the new civil service law?—A. Yes.

Q. How did you get into the service?—A. I was recommended for the position.

Q. By whom?—A. By Sir Edward Kemp.

Q. You have not got very much to complain of then, have you?—A. I am not complaining at all.

Q. It would not be wise to complain that Sir Edward Kemp put you in there?—A. I am not discussing patronage.

Q. Oh, no, of course you would not.—A. I am discussing the patronage of officials.

Q. You do not think Sir Edward Kemp made a mis-appointment when he put you in there?—A. I don't know, and I didn't thank anybody for putting me in. When I came into the service, every time I looked in the looking-glass I said, "You never looked into the face of a bigger fool in your born days."

Q. That may be quite true?—A. It might be.

Q. Just a moment, because you have made this charge and I want you to substantiate it. Do you know of any other employees that went into the service under the same conditions?—A. The manager's assistant is under the

same conditions. He is on prevailing rates and he has been there and the Civil Service Commission has nothing to do with it. He could not get the appointment.

Q. Have you an assistant?—A. Yes, a qualified engineer.

Q. When did your assistant come in?—A. My assistant came in in 1914.

Q. And who recommended him, the present Civil Service law was not in operation then?—A. No.

Q. Is he a good man?—A. Yes, he is a qualified engineer.

Q. Who recommended him for that position?—A. He came in under the patronage system.

Q. And he was not a misfit?—A. I am not talking about a misfit, I am talking about appointments.

Q. Is he a misfit or is he not, so far as his work is concerned?—A. He is a qualified engineer, perfectly satisfactory, and qualified under the Civil Service Commission.

Q. Who else is on your staff besides this man?—A. The elevator operators.

Q. When did they come into the Service?—A. They all came in that building under patronage. They could not get in any other way at that time.

Q. How many elevators are there?—A. There is two freight elevators.

Q. How many men did it require to run them?—A. There is one man on each elevator.

Q. At any time were there four men to run the two elevators?—A. No, there was a Custom House man on along with the freight elevator men. We had three elevators before the building was altered, and a passenger elevator besides.

Q. So as the result of those appointments, those jobs were never overstaffed, there were no more men on at any time than the condition warranted?—A. No.

Q. And they are not misfits?—A. They are not misfits; they would not be there under the classification, but they have been there for years.

Q. And they are good men?—A. Absolutely.

Q. Are you prepared to say this—maybe your experience of twelve years will not allow you to—but do you know that some of the very best men in the service were appointed previous to the Act?—A. I want to say to you this, that the finest men in the service to-day came in under patronage.

Q. I am not advocating a return to patronage.—A. No more am I.

Q. But when you make a charge, you have to prove it.—A. What I am trying to find out is this, that under existing conditions we get men into the temporary service. If men could be appointed at a permanent salary, there would be no danger of anything occurring to them; they would know their positions were permanent.

Q. So that the only objection you have to these men is that you would want them to go back to their own salary rather than to the prevailing rates; is that the only objection you have to these exemptions?—A. They are losing the privileges of the civil servant, and they are to be at the mercy of an official. That is the danger, they are liable to be laid off at any time, and the Civil Service Commission or even the department have no say in it at all.

Q. You do not mean to say that they would be laid off if there was work for them?—A. I don't know that they would not be laid off even if there was work for them; they might be laid off if the Civil Service Commission wanted to put somebody in their places.

Q. Do you know of that happening?—A. Yes, and others have been put in.

Q. And others put in?—A. And others put in in a short time; there might be a short time elapse, and others would be put in.

Q. Do you mean to say that they would work there for four or five days, and then somebody else be put in their place?—A. Certainly.

By Mr. Rinfret:

Q. Do the same conditions obtain in Montreal as obtain in Toronto?—A. In regard to the prevailing rate?

Q. No, the general system of employees in public works?—A. Yes.

Q. You are in the position to make the statement regarding those employees, whether in Toronto or in Montreal, that it would apply generally to the whole Federation?—A. To those temporary positions?

Q. This is the question I wish to put to you; I understand you object to the great number of temporary employees?—A. Exactly.

Q. Do you object to them because it gives the service a kind of a flying squad of temporary employees who are not sufficiently attached to their work—is that the objection?—A. Exactly.

Q. If for these same jobs which are exempted through the order in council which you have before you, you had a system of permanent employment which did prevail under the old regime, would you be satisfied with that?—A. Yes, because it was a permanent situation.

Q. Your sole objection is that these appointments are too numerous, and that they are of a temporary character?—A. Exactly; they are much too numerous.

Mr. RINFRET: That is what I wanted to know.

The CHAIRMAN: Do you want to be called as a witness, Mr. McGarry?

Mr. MCGARRY: This gentleman has covered the ground pretty well, I think.

The CHAIRMAN: You are from Montreal?

Mr. MCGARRY: Yes, sir.

The CHAIRMAN: I think you can give some evidence that will be of assistance to us.

Are you pretty well through, Mr. Matheson?

Mr. RINFRET: I understand Mr. Matheson will be here again to-morrow.

The CHAIRMAN: I do not think we will have another sitting to-morrow.

Mr. RINFRET: That is another matter. I think there are some witnesses here from the outside who would be glad to be heard to-night if possible.

The CHAIRMAN: We have four more witnesses to hear to-night.

WITNESS: I should like to call the attention of the Committee to a matter which appears in the evidence of Mr. Patterson, who was recommending what we are protesting against.

The CHAIRMAN: It is the business of this Committee to analyze the evidence, Mr. Matheson.

WITNESS: I am only referring to this point, Mr. Chairman.

The CHAIRMAN: The Committee are supposed to do the analyzing.

WITNESS: I want to say this, that all the men who are doing labouring work—it is proposed that all the men doing labouring work be taken out from under the jurisdiction of the Civil Service Commission, and it has been stated that these men should not have superannuation or any of the privileges, because they are getting the prevailing rates. That is what we are objecting to, because they are labouring men, the lower paid men; they do not get classification, and are not getting the privilege of civil servants. That is the stand we are taking here this evening. We ask that this Committee recommend Parliament that men in the low grades of the civil service, the men who have been for years getting a salary barely sufficient to keep their wives in decency, because their salaries were of the very lowest at the time, that these men be restored, instead of being given the prevailing rates that they be given the privileges of the Calder Bill, so that they will have something to look forward to in the future.

By Mr. Parent:

Q. Suppose the men you speak of were appointed by other people than the Civil Service Commission, if those men received the same privileges as if they were appointed by the Civil Service Commission, would you be satisfied?—A. Yes, if they had the privileges of the civil servants conferred upon them; for instance they have been taken out from the Civil Service Act, and they do not get the privileges of the retirement fund or the Calder Bill. The Calder Bill makes provision for the man who has had no chance to provide for himself, and now he loses the provision he would get under the Calder Bill, which was made for just such cases as his.

By Mr. Brown:

Q. You spoke of yourself as an engineer. These lower grades of employees, what type of work do they perform?—A. They operate elevators, do temporary work, act as firemen and as caretakers of the buildings.

By Mr. Chevrier:

Q. Caretakers have not been exempted; the elevator men have not yet been exempted?—A. No. This gentleman was asking who I am representing. Those who have been exempt are of the mechanical staff, the carpenters, painters, steamfitters, plumbers, all that staff who have been looking after the upkeep of the buildings, and now they are taking the firemen out. We have instances of men who are now taking out their five per cent retiring allowances; it is being returned to them, and they are being put on the temporary list.

By Mr. Brown:

Q. Take men like steamfitters, plumbers and so forth, is it the custom that they remain for a length of time in the government service?—A. We have one man in Toronto who has been 34 years in the service, continually employed as a steamfitter in the building, and he is now under the prevailing retiring rates; he has been getting the prevailing rates for three years, he came in at $500 a year and never got anything higher until he got the $1,020. That is a case I am trying to bring before you, not the man who is coming in on the prevailing rates but men who have been a long time in the service, put on the prevailing rates, and today they are going to be turned into temporary employees and be turned out of the service, with no provision for the future.

By Mr. Chevrier:

Q. They are being put under the prevailing rates, why?—A. Because they are under the classification. The classification put them under the Civil Service Commission, and this new Act is taking them out from under the Civil Service Commission, they are losing the privileges they might get under the Civil Service Act. The Civil Service Act put everyone of these men in and gave them the same privileges, with the exception of the prevailing rate men, and we had hopes that we would be able to get them a definite salary, but all that chance is taken away by putting them under the temporary class. That is the situation. I have no brief for anybody; I am here only to speak for the men, and I expect this Committee to do justice. I have nothing at stake myself, absolutely nothing; I will be out of the service entirely in another year probably, and if I consulted my friends I would be out of it today.

Q. When you speak, you are giving the opinion of the Association?—A. Absolutely. I am here speaking for the men, not for myself at all. Of course I am giving you my opinion of things as I see them.

Q. That would fairly represent the opinion of your Association?—A. Absolutely. I have been returned as President now for eight years, and they have absolute faith in me; they know I am conscientious.

Q. My question is not an inference, it is merely to help along. We have other witnesses from your Association before us. There are many questions which we need not put to them because of the replies we have had from yourself? —A. Possibly.

Mr. McBRIDE: If we are going to hear other witnesses tonight, we had better get on.

The CHAIRMAN: Yes; we will call Mr. McGarry of Montreal now.

The CHAIRMAN: We will call Mr. McGarry.

SIMON McGARRY, called, sworn and examined.

Mr. BROWN having then taken the Chair.

By Mr. Rinfret:

Q. You represent the same association as Mr. Matheson?—A. Yes, sir.

Q. I suppose it would be proper to ask you, having heard the evidence given by M. Matheson, whether you would be prepared to reply in a similar way to similar questions?—A. Probably.

Q. Have you any corrections you would like to make as far as Mr. Matheson's statement is concerned?—A. Well, of course I would not be able to substantiate Mr. Matheson's report of the classification book just as he did.

Q. Possibly we might find out on that point. My idea is not to go over the same ground again?—A. Because I found several other instances in the book which conflict probably more so than—there is a class of individuals classified as fireman cleaner, fireman labourer, fireman helper, and for the life of me I cannot see how they separated those positions, because in the City of Montreal where I have taken my observations I find that the duties of those two positions are exactly the same.

Q. What is the effect of their being separated?—A. There is a difference in salary, and I think the man was made to fit the salary or the position possibly; it was due to keeping down the expense I think at the time. In the engineering case—I suppose it is similar, you know that clauses do conflict more or less—I would not say that this is the truest book on record, I would not be prepared to say that it is a good as the Bible.

Q. When you speak of that book you refer to the classification book?—A. Yes, that Mr. Matheson produced here tonight. I feel there are a lot of improvements made in it.

Q. Do you consider the conditions different in Montreal?—A. The conditions to my mind are similar all over Canada.

Q. Except that I suppose in Montreal you would have more employees than in any other place in Canada?—A. No; Ottawa would exceed it.

Q. Could you tell me this, what is the method followed when somebody is appointed belonging to the list of exemptions?—A. I will tell you, we are a long lived people evidently in Montreal, because I cannot say that we have had very many people added to the staff during the last probably three years.

Q. That is an interesting statement; your statement is that during the last three years there have been very few, if any?—A. A very small number, probably it might be five or six.

Q. You mean in what department in Montreal?—A. I am speaking of the Public Works.

Q. That is what you mean; would it be to the extent that you would not be in a position to say what methods would be followed if there was a position to fill?—A. The method that has been followed out has been that as far as those that are under the jurisdiction of the Civil Service is concerned——

Q. I was meaning the others?—A. You mean those under prevailing rates?

Q. No, those on the exemption list?—A. On the exemption list it has been the habit lately up to probably six months ago to the man in Montreal to probably advise the department that he wanted a man, and the department told him, or he took the man on immediately and he notified the department, and he took him on and kept him on, and at the end—there is some rule or some law governing this process, that after six motnhs' time a man has got to drop out of the service for one or two days, and then he is re-engaged again.

Q. By whom?—A. By the department.

Q. You mean the agent in Montreal?—A. Yes; he is laid off, and he is told to come back tomorrow.

Q. You mean the decision of the agent is final or must he be endorsed by the department in Ottawa?—A. Oh, he is endorsed by the department certainly.

Q. If he wants a man he suggests a name to Ottawa, would that be the deputy minister?—A. Yes; it has been the custom with our late superintendent in Montreal—of course as I told you, we have not had many of that kind, because we are a people of long livers in Montreal, and we seem to hang on to our positions a good dead; they don't have to fill our places very often——

Q. In a general way you say in the last three years, of course that would cover the period in which this list has been in force, so we cannot go any further up, if we wish to deal with the exemption list we must remain within the period of the last two years; your statement is that in Montreal appointments to positions which are exempted from the Civil Service Commission are very few?—A. Are so few that we hardly discuss them.

Q. Would you admit that there has been no favouritism shown there, that in the very few cases where you have had appointments those were absolutely urgent and necessary?—A. They were urgent, and there would not be any favouritism for the reason that probably the superintendent may know them personally, but of course the job was only of a temporary nature and there was no undue influence exercised in it, because the man would probably be let out in two or three weeks time, so that really there was nothing to be gained probably by discussing the question with the department, although there is no doubt about it he had to do that before he got permission to keep the man and pay him his wages.

Q. As to the positions which come under the jurisdiction of the Civil Service Commission, have you had many appointments in that line in the same period?—A. Yes, probably about a dozen.

By Mr. Parent:

Q. Since when?—A. Since this classification came into existence.

By Mr. Rinfret:

Q. Would you consider that the appointments in the other class were as good comparatively as those which were made by the Civil Service Commission?—A. I want to get that question right.

Q. I want to get the reply right; my question is this: we have had a statement from you that there have been very few appointments made by the official of the department and satisfactory ones?—A. Yes.

Q. There were also very few appointments I understand made by the Civil Service Commission?—A. Yes, probably ten or a dozen.

Q. That is always in Montreal?—A. Yes.

Q. How do the appointments compare as to the quality of the men?—A. I can certainly say, I am not here to boost patronage for one moment, but I am going to tell you right now that the service never had any better men than they got twenty-five years ago.

Q. You mean the men were better twenty-five years ago?—A. They do not get better to-day, if they are as good.

Q. Perhaps humanity does not improve?—A. I know one thing that we buried more of the new men that came into the service in the last five years than we did of the old fellows that came in forty years ago; I mean to say the positions became vacant oftener.

Q. I take it from that statement that the men appointed by the officials were all right; then you say in a general way the appointments are not as good as they were 25 years ago; am I to infer from that that where they are not as good, it is in the other class of appointments, those that were appointed by arbitrary examination, and so on?—A. That might not be the fault of the system; that might be the fault of the individual, probably he is keeping longer hours.

Q. Those who are appointed by the Civil Service Commission are appointed by what method? I understand they advertise that a certain position is vacant? —A. They advertise in the public buildings.

Q. You have a certain number of applicants?—A. Yes.

Q. What is done next?—A. The application forms are filled in and sent to the department, and the department I presume sends them on to the Civil Service Commission, and the Civil Service Commission notifies the department that John Brown is eligible to start to work—this is the system as it goes in Montreal,—and he starts to work on his position—

Q. You are going a little too fast; don't you have examinations for the positions which come under the Civil Service Commission?—A. That I cannot state; there may have been in some cases but I have not known of a case yet.

Q. How is that work done; do you mean to say the department sends a certain number of names to the head of the department here and those names are sent to the Civil Service Commission, and they merely make their choice? —A. Those men are obliged to fill in a form with certain declarations on the form, I suppose which testifies to the—

Q. The appointment would be made on the faith of those declarations alone?—A. Yes.

By the Acting Chairman:

Q. What is the nature of these positions?—A. Some would be elevator men, some would be cleaners and firemen.

Q. They are not positions that readily lend themselves to examination?— A. No; they cannot apply that system of examination to the Public Works Department.

By Mr. Rinfret:

Q. You mean in a general way?—A. In a general way.

Q. Then the Civil Service Commission in Ottawa makes a choice on the recommendation coming from the official in Montreal?—A. I presume so.

Q. What is the difference then between those employees which come on the exemption list and the others, in both cases—is it not the fact that the recommendation of the official is the basis of the appointment, but the only difference is that in the one case the department decides and in the other case the Commission decides?—A. Fifty-fifty.

Q. What is the situation?—A. As far as I am personally concerned it does not matter one particle to me how the man is appointed into the civil service or how he comes into the service.

Q. I may make this statement right here; it strikes me this witness we have here of course is only concerned with his own part of the service, but at the same time he may be in a position to make statements about the service where it does not concern him; how about that?—A. I would not like to step on somebody else's consecrated ground.

Q. We are not trying to step on any one?—A. I mean to say I would not like to go outside of the Public Works department.

Q. We will remain in the Public Works department?—A. I am willing to furnish anything I know in that line.

Q. I rather infer from what you have stated that no matter whether, in your department, you have a man appointed to a job which is on the exemption list, or to a job which is of a permanent character, the procedure is practically the same in both cases, the official does the recommendation?—A. As far as I know. I have never known of an examination yet; it is something I have to see yet.

Q. Is it in your knowledge that in a certain number of cases the recommendation of the official in charge has not been followed?—A. No, I cannot say.

Q. There would be say a certain number of candidates and he would recommend that Mr. Brown be appointed and that Mr. Black would get the job?—A. No.

Q. Any cases of that kind?—A. I don't think so.

Q. So that it comes to the point that practically the official in charge in Montreal of the Public Works department has the making of the appointment?—A. Yes, of those that are exempted.

Q. Whether permanent or temporary?—A. Of those that are exempted.

Q. Where they come under the Civil Service Commission jurisdiction, but the only basis for the appointment is the recommendation of the official?—A. The man has to fill out a certain specified form.

Q. What is on that form?—A. It is a questionnaire of some kind; it asks him if he can read and write, his nationality, religion and name, and so on.

Q. How would the nationally affect the service, or the religion?—A. We have had them from the Public Works department going in as far as religion.

Q. Are you aware that there is a certain portion of appointments made according to either nationality or religion?—A. No, I do not think so.

Q. Then these would not affect the decision of the Commission?—A. Although I do say that the official locally concerned has largely exercised his judgment in making those.

Q. Making appointments in both classes of positions; that is what I want to make clear, not only in the temporary ones, but the permanent ones as well?—A. Of course the permanent ones have to be recommended by the department to the Commission, as I understand the system.

Q. Yes, but they have nothing to base their judgment upon except the application form and the recommendation?—A. Not as far as I know; I have never known of an examination yet in the Public Works department.

Q. And in your opinion, the questions put are of such a nature that they do not mean much after all?—A. No, I do not think they do.

By Mr. Parent:

Q. In what building do you work there?—A. The express warehouse.

Q. How many men would be employed?—A. Probably a dozen, about twelve.

Q. In the last two years or so, or since last year, have you seen any appointments being made, to your knowledge, in that building?—A. No. There have been three returned soldiers in the building as cleaners; one of them was laid off for some reason or other; he was not acceptable to the Commission; another one retired to a better position, and the third one—I think they let him out for some reason or other, and now we have a fourth one.

Q. If I understood your evidence correctly, it would seem to me to be to this effect. If a man who is not of the exempted class wants to be appointed, or a man like that is needed, in most cases he is taken temporarily?—A. Yes, sir.

Q. Before the application is made to the department for an appointment of that sort, the man is already in possession of the job, is that your experience? —A. There is a man, yes, and sometimes he is on the job.

Q. And in most cases the very same man who has been employed temporarily gets the position?—A. Yes.

Q. That is what I thought I understood from your evidence. That is correct, is it not?—A. Yes; we have men in Montreal to-day that are working in the different classes, cleaners, elevator men, and those men, and, gentlemen, I am going to tell you it is pernicious; some of these men have worked five and six years in that department, and there is, you understand, a minimum and maximum salary applying to these men, that is from $60 to $75, and then some of these men have been employed for five or six years and they are still enjoying the minimum salary. I was down here last year to the Public Works department, and I found three of these men enjoying $5 less than the minimum, $55 instead of $60, and I went to the department and asked them to adjust it to the minimum and they put it on and gave it to them for the last two years. When I made inquiries as to why they could not give them the extra $5 they told me they were not appointed, but heavens, there are none of us appointed, as far as that goes. These men are suffering for a loss of salary simply because they tell you, "they are not appointed," and then I understand they are going to be taken out from under the Commission. I believe myself they will take the Public Works out entirely; they have taken the firemen and the prevailing rate men, and I have a letter from the Honourable Dr. King which states that there are other classes under consideration. I asked him to make some appointments in the service, and he told me there was no idea of giving any appointments to any of the classes which were under consideration for exemption.

Q. You also made another statement, if I have understood you correctly, to this effect, that you were aware of cases where men have been employed not quite six months, but say five months and twenty-nine or twenty-eight days, temporarily.—A. Yes.

Q. And then, have immediately been laid off for one or two days, whatever you may call it, and then be taken back again for five or six months more, and so many days. You stated that?—A. Yes, sir.

Q. Do you know of any specific case where this has happened, to your knowledge?—A. To my knowledge?

Q. Yes?—A. In the city of Montreal there was on one occasion, about last September, probably around the month of September or October, twelve or fifteen men laid off for a period of three days. They were laid off on a Thursday, and they were ordered to report back to work on Monday morning.

Q. How long had they been in the service?—A. They were working continuously for six months; they were prevailing rates men working continuously for six months, and I made inquiries there and tried to get from some source what the meaning of it was, and they told me it was some system that had been adopted.

Q. Did they belong to the exempted class?—A. Yes; it was to break continuity of service.

By Mr. Chevrier:

Q. Let me put it this way. Suppose we go back to Section 38 of the law, which says, "The examinations held by the Commission to establish a list of persons eligible for appointment may be written or oral or in the form of a demonstration of skill". Now, in the appointment of these various classes, labouring classes, I think we agree that there is no competitive examination?—A. Never been one.

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Q. Now, to your knowledge, did they ever hold a demonstration of skill for the appointment of a charwoman, or a boilermaker, or a steamfitter, or plumber, did they ever hold an actual demonstration?—A. Not to my knowledge.

Q. The reason why they would not hold that is what?—A. Well, I could not say.

Q. Supposing I put it this way; would that be practicable, to hold a demonstration of skill for the appointment of a charwoman or boilermaker or a sweeper; would that be practicable?—A. No.

Q. Then we will go on to Section 38 A of the Act, amended, which says that—I have not it here, but I can quote from memory—that whenever the Civil Service Commission is of the opinion that certain portions of the Act are not susceptible to competitive examination, or demonstration of skill, or where it is not in the public interest that that portion of the service should remain under the operation of the law, then the Civil Service Commission may make a recommendation to the Council to have such portion of the service as is not susceptible to the operation of the Act taken from under the Commission. The Civil Service Commission has exempted a number of positions, and I will quote from the Order in Council; "That the Civil Service Commission are of the opinion that the following classes of positions should be exempted from the operation of the Civil Service Act, by reason that they are not susceptible"—these are my own words—"that they are not susceptible to a competitive examination and it is not practicable to hold a demonstration of skill, and that therefore it is in the public interest that they should be removed." Then the Civil Service Commission acted within the scope of its powers, and acted wisely in following out the law when they found out these positions could not remain under its jurisdiction. Now, we are agreed up to that point?—A. Yes.

Q. That they followed out the law?—A. Yes.

Q. As a result of following out that law you now find yourselves in the position that you now claim, you say that as a result of the classification you were put under prevailing rates, and you did not want to remain under prevailing rates?—A. No.

Q. But the Civil Service Commission, in acting as it did, acted lawfully?—A. Yes.

Q. You have no reason for complaint that these positions should have been exempted on that score, but you think that if you went back to the civil service law that you would get the privileges to which you were entitled before?—A. Yes.

Q. But if you go back to the law as it exists to-day, and for which the civil service is not responsible, that is the law they have to administer, namely, that under the present classification there must be prevailing rates, then you have to take prevailing rates, but you would rather go back to the old system of doing away with that, and enjoying the privileges you enjoyed before, and to that system you have not very many objections?—A. No.

Q. The only thing you would like to go back to the old system for, would be in order to get the privileges to which you say you are entitled now, that you should be entitled to?—A. Yes.

Q. When somebody is to be appointed, take for instance the exempted classes, then that is done through whatever scheme or whatever machinery exists for that?—A. Yes.

Q. Supposing it is necessary to appoint one who is of the unexempted class. If I understood the evidence right that has been given here, the chief, whoever he is, the chief foreman or superintendent of buildings, rates the men, he gives a rating?—A. Yes.

Q. He may rate fifteen. These cards come to the Civil Service Commission, the investigators work on these cards, and they fix the weights and measures that we have been told of on this data?—A. Yes.

Q. On this information that has been given, and as a result of this they may do one of two things. The investigator may investigate the case, or he may rely upon the information that is given on the card, and apply these tests or weights to the card containing the information as given to him?—A. Yes.

Q. Do you know of any case where an investigator from Ottawa, from the Civil Service Commission, has gone to Montreal and has investigated personally into the ratings given by the man in charge in Montreal?—A. Yes.

Q. He has gone down there and investigated?—A. Yes, and made a mess of it.

Q. He has made a mess of it, then. I have nothing more to say on that score. Now, whether or not he has investigated the situation, he might have done one of two things again, he might have given the position to the one who was highest rated by the superintendent, or as a result of the application of the weights he might have struck an average, and he might give it to somebody that was rated differently from the rating which the foreman gave on the cards. Do you know of any case where in following out that procedure, the man who was rated highest by the department has been appointed?—A. No.

Q. In other words, do you know in this second class, how often or to what proportion the recommendations of the departmental officer in Montreal have been followed out? Is it in mostly every case, or 50 per cent, or 30 per cent?—A. In 100 per cent.

Q. One hundred per cent of the cases where there was no personal investigation?—A. Where there was, and where there was not, both with that investigation and without.

Q. Let me put it so we will get it clear. In all cases where there was either a personal investigation by the Civil Service Commission investigator, or whether there was no personal investigation by him, the recommendation of the superintendent—in the non-exempted classes, of course—was given effect to, and the man who was rated highest by him got the position.—A. I will put it another way, probably you will understand it better. I want to be fair to the Commission.

Q. That is just why I am asking these questions.—A. I just want to give you a concrete example of just what I am referring to now in regard to the 100 per cent. Probably I might have exaggerated my percentage, but it is not much. The Civil Service representative came to Montreal to investigate the complaints that were made against the classification, and I happened to be the unfortunate that was representing the men. There was a list of those appeals handed to me, names and one thing and another, and the men came in in a kind of procession, one after the other, and I could see at a glance that the ground had all been covered before the men ever stepped on it at all. However, they went along and this one's objection was overruled, and that one's objection was overruled, and the consequence was that there were three concrete cases in Montreal that when I saw the list and said, "What about these people?" they said, "Oh, well, we have gone over them, they are all right, they are fixed." Now, I know two of these cases have been re-fixed since then, re-classified since they were supposed to be fixed, but the people never appeared before the repersentative of the Commission. It was fixed with the superintendent, the local superintendent and the representative; I suppose they went over the ground and said, "Oh, well, this fellow has only so much kick," and two of those men that did not appear before this man—I was told their cases were fixed—have already twice classified.

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By Mr. Parent:

Q. Who are the persons who sat on that board?—A. The superintendent of Montreal was there representing the department, and then of course the Civil Service representative of the Commission.

Q. Do you know their names?—A. Mr. Morrison was sitting in Montreal as representative of the department, and Mr. Hill as representative of the Civil Service Commission.

Q. And you represented the employees?—A. Yes.

Q. Is that what you mean when you say the investigators made a mess of it?—A. Yes, I do, and gentlemen, more than that, I am positively sure that there is no man can classify the Public Works department unless he is a practical man, who knows something about mechanics or something about boilers, machinery, or someone that goes right in on the job and sees just what the man is doing. Any other man would make a mess of it.

By Mr. McBride:

Q. Do I understand you to say that a boilermaker or plumber ought to pass no examination?—A. Yes, pass no examination, they are all tradesmen. They have all been tried outside and had their credentials before they entered the department. If they found out in three or four days that a man is not a plumber they let him out, and put somebody else in his place.

Q. That is just what I was going to say. Why should they have to pass an examination if they have a certificate?—A. It is absolutely unnecessary in the Public Works department because men have to do with machinery.

By Mr. Chevrier:

Q. And they all have certificates?—A. The firemen have to have them, and the engineers, and consequently it is only a waste of time to examine. I don't blame the Commission for not attempting to do so.

Q. In these cases, the Commission were wise in releasing these positions and following out the law?—A. I cannot say, of course, that I am satisfied with the state of affairs as regards the man that was in the service twenty-five years. Now, gentlemen, you will understand me this way, that when a man has given his life work to the Government of Canada, and he has been fifteen or twenty years in the service, and had a certain amount of permanency—probably it is only a slight permanency, but, fortunately, for the city of Montreal I am going to say, that I can take off my hat to the Government, that very few men have been let out in the department; even in their old age they have protected them when they were practically down and out, so far as working was concerned—but I want to say that the system that will keep a man employed for fifteen or twenty years and then on the stroke of a pen wipe away his permanency, and tell him, " You are down and out—there is nothing for you but the road if you cannot perform your work", that is a system we absolutely condemn.

Q. That is the result of the classification. If that could be altered, if the prevailing rates could be taken away, that would cure the evil that you say now exists?—A. Well, probably, but I will tell you this much. It is immaterial to us how a man enters the service. There were good men entered the service under the patronage system. I am not here boosting the patronage system, because probably I might be told that, at the same time, the fellow that is inside, under the patronage, is all right, he is in out of the rain, if he keeps himself covered with an umbrella, but the fellow that is outside is trying to get in there.

By Mr. Rinfret:

Q. How would a mackintosh do in that case?—A. Probably it would save every part of his body but his head. But at the same time, you will pardon me, gentlemen, we don't care how a man comes into the service, this is my personal opinion, as long as he gets protection after he is in, because your friends today are your enemies tomorrow. You can twist that around and interpret it as I have said it.

By Mr. Chevrier:

Q. But you have not told me yet, maybe you cannot, to what extent the recommendation of the departmental officer in Montreal is followed out. Do you say in 75, 90, or in 98 per cent is his recommendations given effect to?—A. Well, up to probably six months ago I think the department understood the conditions existing themselves. The representative in Montreal was supposed to be an extraordinarily clever man, supposed to be a bright fellow, and supposed to be above board in all his dealings, and all that kind of thing, and the department had confidence in him. When there was surplus work to be attended to, he was the man to meet the situation, and consequently they had that much—

Q. His recommendation was given effect to?—A. Yes. Of course it is temporary men I am speaking of—men who are going to remain in the service for six or ten years, but men who would probably come in under that very same system and remain for ten or twelve years. They have done that but there is nothing sure about it.

Q. At the time they changed the prevailing rates, did your association ask the civil service at that time to be changed to prevailing rates?—A. I believe there was a small percentage of the employees that did advocate that change, but the majority, I can positively state, have always been opposed to it, and when we found out that that classification was going into effect, was going to put these men under prevailing rates, we protested, and we protested to those men who were supposed to be drawing up this schedule of positions, the Arthur Young Company. We came four or five times and made a big fight, but it did not amount to that (snapping his fingers).

By Mr. Parent:

Q. Did your association protest?—A. Yes, we had meetings right here in Ottawa, and we had meetings outside. We had our propaganda spread all over the country to get the feelings of the men in regard to that matter, and I tell you that that is the only part of the system that is wrong. Those men have been actually taken away from probably what they have been looking forward to in the few declining years of their life, when they would be going down the hill and thrown out in the street. As long as we had protection, it was all right.

Q. You said some men in Montreal have a minimum of $55 or $60 a month. What length of service did they give?—A. Eight hours a day. That was one of the principal things that I had to inform myself on before I came to the department, because the department is always ready to tell you they only work five and a half or six hours.

Q. Some are married men with families?—A. As far as I understand, they are all married men, and I tell you this is the terrible part of the system.

Q. They are living on $60 a month?—A. Of course they get the bonus, we must not lose sight of that.

By Mr. Chevrier:

Q. How much bonus does $60 a month entitle them to?—A. $26 a month, provided he is a married man, and I am going to say that, of course, is another part of the system absolutely wrong. To keep these men five years—if they

are fit to be in the service for five years, they ought to be fit to have their appointment and give them the benefit of the Civil Service Act, if it is worth anything.

By Mr. Drummond:

Q. Did your association recommend that they be raised to the maximum? —A. I have carried it time and again to Ottawa myself.

Q. What reason did you get for it not being done?—A. Because they were not appointed, and the only thing they said about appointment was that they lacked the signature of the Governor General in Council—a man is twenty-five years in the service and he is not appointed. Another will tell you there is such a thing as a permanent temporary. My dear gentlemen, if you only went into the details of the Public Works, it would give you a headache. There is a temporary employee and a permanent temporary employee—I don't know what kind of a fellow he is.

By Mr. Chevrier:

Q. So you must not criticize some members of Parliament if they don't know the intricacies?—A. I don't blame the members of Parliament at all. They are not bad fellows when you are dealing with them.

By Mr. Rinfret:

Q. You mean the Montreal ones—those you know?—A. Some of those we did not know were good friends too. We got their help when we needed it.

By Mr. Parent:

Q. The man getting $60 would hardly say that, would he?—A. I don't know. I recommended him the last time I was speaking to him to go and see his member of Parliament, to see if he could do anything.

By Mr. Garland:

Q. This $60 with a bonus, making $86, how would that compare with any similar work in another walk of life?—A. That I am not prepared to answer. In some places it would be larger, and in others smaller.

Q. But as a general thing?—A. I suppose it would compare favourably with the class of labour in another industrial concern. Of course, at the same time, we don't think that the Government would really be anxious to keep a man's salary down to the last fraction simply for the matter of saving money.

Q. But if the Government paid the same salary as was paid in the same line of work in another place, you would not think they were placing any imposition on that man?—A. That is what they are doing in the prevailing rate class, and that is what is probably all the trouble. It is all very well to talk about prevailing rates—when they were put into force in Montreal they got five cents less than schedule rate they were paying to the union.

By Mr. Parent:

Q. With this difference, a man who works for the Government works the whole year round, and the man elsewhere does not?—A. He is not supposed to. The Government says, "We are paying you an adequate salary, and if"—

Q. A man works for the Government and expects to be there all the year round, and that is why he accepts a lower salary than elsewhere?—A. That may be true as far as Montreal is concerned, but I don't think it applies to Ottawa.

By Mr. Chevrier:

Q. A man who goes into the service under these conditions, an elevator man, or mason, knows the mason will not work all the year round; during the winter he will be laid off?—A. Yes, the mason.

Q. Well, going in at a very small salary has a double disadvantage, because he is not going to work the whole year round. If he went in at a high salary for six months, that might be palliative, but he goes in at a small salary, with a prospect of five or six months' work. That is a double imposition.—A. That is right.

By Mr. Garland:

Q. Could you give us the monthly wage, including bonus, of a plumber in the old classification, and give us that same wage with prevailing rates?—A. A plumber in the city of Montreal, before the classification, was paid $75 a month.

Q. And bonus?—A. There was no bonus then.

Q. And now? Would it be fair to say that the bonus would be added to that if you were not on the prevailing rate? Supposing you were on that monthly rate at $75, would you not get the bonus with that?—A. But that would hardly be an adequate salary for a tradesman.

Q. We will say $75 and a bonus would be what?—A. He would get $900 and $315 for bonus; that would be $1,215. I don't think you would be giving away anything to the tradesman.

Q. That is more than he would get at prevailing rates provided he worked all the year round?—A. He would get between $50 and $60 and $100.

Q. He would get about $300 more?—A. I don't think so, you have got to take a lot of lost time out of that; it figures out about $3.50 or $3.60 a month.

Q. In the other way it figures about $2.50?—A. Yes. I suppose that is one of the reasons why the employee was not to be given extra money; these men were asked to be satisfied and I came myself before the Department and as the Commission in Montreal told me to come down for an extra five cents an hour. They were determined on five cents and the men offered to accept five cents and were satisfied. Take the man coming into the service and has that objection he is living on what he makes overtime.

By Mr. Rinfret:

Q. Isn't it a fact it is merely to meet the expense and it is not in the form of a salary?—A. No, but at the same time I think myself even at that time that $75 was a very small salary.

By Mr. Chevrier:

Q. Even with condition that he was to get a bonus?—A. No, and not knowing they took this particular man and he got the prevailing rate today and these men were receiving small salaries from $65 to $75. That applied to tradesmen, electricians and plumbers—well we do not have many plumbers,—there is one plumber in Montreal, but that applies to bricklayers and I do not think myself or rather I think they were getting a very small wage and if they were getting the prevailing rate which they should have for three years there would be no complaint.

Q. The point I was trying to make was after the change was made from the prevailing rate or the monthly to the prevailing rate the public works employees were the ones who were anxious to have the prevailing wages?—A. No, they were not. I will tell you the reason the prevailing rates were adopted. They were uniform and when we came to interview the Arthur Young Company to find out how it was, it took a long time to revise the rates scale. When we came to investigate and discuss it with the Arthur Young Company they told us it was absolutely impossible to make a salary schedule to cover the Dominion Government. In the city of Winnipeg a man gets $1.25 a hour and is in the same class as those getting 90 cents an hour in Ottawa and 85 cents in Montreal. We even

asked them to compromise on a basis and the men would accept that and we took it upon ourselves to promise that the men would accept and they said no, it was impossible. I do not want to keep you here all night but there are one or two suggestions I would like to make.

By Mr. Garland:

Q. If the monthly rate was higher that is really what you want; instead of a plumber getting $75 if he was raised to $100 you would be better satisfied at that rate than at the prevailing rate?—A. Sure.

By Mr. Parent:

Q. Provided you have the benefits you had previously?—A. Yes.

Q. Supposing you went back to the old salary would that be satisfactory in addition to the privileges being added to that, would you be satisfied?—A. Yes, we would be willing to scrap the classification clause to obtain that. Are there any more questions you would like to ask?

Q. I would like to ask the witness to give us the suggestions he has to make as we will have to call more witnesses. I understand Mr. McGarry has a couple of proposals to make?—A. I have and it will only take a minute or two. I have a suggestion that I would like to put before the Committee and that is we understood gentlemen that we were to get a hearing this morning at ten o'clock and unfortunately none of us were on hand to know how the thing closed up or we would not have been here this morning; we would have stayed in bed an hour longer. Some of these gentlemen from Ottawa came here and absented themselves from their work. Some of these men under prevailing rates gave up their time and we were going to give them an opportunity to say anything they had to say. I am ashamed of myself in that regard and I might as well tell you. My suggestion is this that in order to afford a little protection to these men that came here that there should be a recommendation and I am asking that a recommendation be made to the department that they would allow them—

Q. Their day's pay?—A. Half a day, they were absent this morning.

Mr. CHEVRIER: Whatever time that was lost by giving evidence. Loss of money in every shape or form to every man who attended the Committee.

The WITNESS: Yes.

Mr. CHEVRIER: I am prepared to do that.

Mr. MATHESON: Mr. McGarry was asked a question and he is not in a position and has not got the papers in his possession; any complaints were sent to me; we had four returned men——

Mr. PARENT: Mr. McGarry was going to conclude his evidence and we better have him finish and if you have any remarks we would be pleased to hear you.

The WITNESS: If the Committee is satisfied and they have no questions to ask me I simply want to ask the gentlemen to recommend that these men that have been here this morning that they should be advanced or paid what they have lost by their absence.

By Mr. Parent:

Q. You want us to make a recommendation that their day's pay be not deducted?—A. That is to include myself and my partner here who has been here and as far as I understand we are not here at the goodwill of the department.

Q. That would have to be limited to loss in the day's pay; we might as well make that clear now?—A. This is a case where we paid our own expenses—Mr. Matheson and myself came here and did that and the only thing is that

these gentlemen who came this morning will probably have deducted from their salary the time lost this morning.

Q. If that is what you want—will you be satisfied if representation is made that they be reimbursed for whatever travelling expenses or anything else but I might say that so far as travelling expenses are concerned we have nothing to do with that, but so far as your time is concerned we will make a recommendation that you be paid.—A. That is all we want.

By Mr. Garland:

Q. Did these parties come with the intention of giving evidence?—A. Yes. There are some here to-night and we have monopolized their time and left nothing at their disposal; I feel myself guilty of that. Gentlemen there is also something else which Mr. Matheson would like to put before you; he has a very interesting document here and I would like him to be given the privilege of reading it.

By Mr. Parent:

Q. The gentlemen you refer to are Mr. McGarry, Mr. Matheson, Mr. Williamson, Mr. Foley and Mr. Jacques?—A. Yes.

By Mr. Garland:

Q. Just before you finish I overlooked this. In your evidence you said something about there being an application form set into the Civil Service Commission in which a man's age was given and several other things. I have got the document from the Department of Public Works calling for the urgent status of the matter. That perhaps might not be necessary but the question might be taken up in the House?—A. I think that is something out of the ordinary.

By Mr. Simpson:

Q. It has nothing to do with the Commission?—A. No, the Commission is absolved. There is another gentleman that was here, Mr. Elrick, from Winnipeg and he would like to have his time; he gave evidence the other night.

The CHAIRMAN: When we decide on the others we will take that into consideration. We will put his name down and make a recommendation that he be paid for his time.

Mr. MATHESON: I would like to mention that Mr. Elrick and myself and Mr. McGarry have come here at our own expense and travelled on the Government Railroad; is it possible for us to get a railroad pass and that would not cost the Government anything. Could you recommend that.

Mr. PARENT: We will take that into consideration.

Mr. MATHESON: I am asking that because Mr. Elrick comes from the West at his own expense. That is a further consideration I ask. The letter I have in hand covers a case Mr. McGarry was asked about and Mr. McGarry is not in a position to get any information about complaints. The position is that in this case a man answers the question which he obtains from the Civil Service Commission and he does not do anything except write on the examination and he gets his certificate and he keeps that. I have a case in hand of four returned men in Toronto who answered an advertisement and came on as cleaner and helper according to the advertisement. They got papers from the Civil Service Commission at Ottawa to fill out and they were on the staff for some three or four months. They did not get any bonus and these men asked me if I would take it up and I wrote a letter to Dr. Roche about these men and this is his answer to me:—

APPENDIX No. 5

"OTTAWA, January 22nd, 1920.

"DEAR SIR—Dr. Roche has handed me your letter of the 19th inst. with reference to the four returned soldiers recently taken on as cleaners and helpers in the Department of Public Works. These cases are at present being investigated and you will be further advised at the earliest possible moment.

"Yours truly,
"(Sgd.) W. FORAN,
"*Secretary.*

"T. G. Matheson, Esq.,
"President Dominion Public Works Federation,
"134 Woolfrey Avenue, Toronto."

There was a little more delay and I wrote to Mr. Foran and I got an answer on February 11th:—

"HUNTER BUILDING,
OTTAWA, February 11th, 1921.

"T. G. Matheson, Esq.,
"134 Woolfrey Ave.,
"Toronto, Ont.

"DEAR SIR—In reply to your letter of the 7th instant regarding the employment of Messrs. Lynch, Maudsley, Walton and Veal, on the staff of the Maintenance Architect, Department of Public Works at Toronto, I would inform you that the question is under consideration by the Commission, delay having been caused by the necessity of referring the question to the Department of Public Works.

"Yours truly,
"(Signed) W. FORAN,
"*Secretary.*"

Now, three of these men got their appointment, but one man, Maudsley, did not want the appointment, but his appointment came along from the Civil Service Commission and he put it in my hands after he had resigned, and this is what it says:—

"CIVIL SERVICE COMMISSION OF CANADA
"NOTICE OF PERMANENT APPOINTMENT

"RS for LB LOCAL COMPETITION C.S.C. 23171

Date, March 19, 1921.

"Department of Public Works,
Branch—Architect's.
Name of appointee—Edwin Maudsley, O.A.S. E.L. No. 7171-4.
Address of appointee—87 Broadview Ave., Toronto, Ont.
Title of position—Cleaner and Helper, Toronto, Ont.
Salary rate—$720 per annum.

"This is to certify that you have been found to possess the necessary qualifications as to knowledge and ability to fill the position named above; that you have been examined in open competitive examination in conformity with the provisions of the Civil Service Act, 1918, as amended, and of the rules and regulations thereunder; and that you are qualified to be admitted on probation to the department named at the salary shown above. Report for duty at the time and place indicated below, and present this notice to the officer named. Before appointment

can be confirmed it will be necessary that you furnish the Commission with satisfactory evidence as to citizenship, age, physical condition, character and habits.

"Place to report—Toronto, Ont.

Person to whom to report—T. A. Hastings, Esq., Supt. Dom. Bldgs., Ont. Postal Stn. "F."

Date to report—Immediately.

"By order of the Commission

"(Signed) W. FORAN,

"*Secretary.*"

This was sent down to him, although he did not accept the position, but he got the permanent appointment, and he says

"I,.. .. ..
of the County of.. .. ..
do solemnly declare to the best of my knowledge and belief, I was born on the.. .. ..day of.. .. .. "

etc. Then he fills this in and has it sworn to before a Justice of the Peace. Then he got this appointment from the department, another appointment from the department, which says,

"PUBLIC WORKS, CANADA

"OTTAWA, March 30th, 1921.

"Mr. EDWIN MAUDSLEY,
"Broadview Ave.,
"Toronto, Ont.

"*Re P.W.D. Staff, Toronto, Ont.*

"This is to inform you that you have been appointed as cleaner and helper on the staff of this department at Toronto, Ont., at a salary of $720 per annum. You will be paid from the date you commence your duties.

"Please report immediately to Mr. T. A. Hastings, Supt. Dom. Bldgs., Ont., Postal Stn. "F" Toronto, who will instruct you as to your duties.

"For the present you will be engaged in the Postal Station "A" but of course your appointment is to the general staff so that should it be considered necessary to move you elsewhere in Toronto, at a later date, such arrangements can be carried out.

"Kindly let me have a line from you per return post to let me know whether you accept the position or not, and if so fill out particulars on the enclosed form and return to this office.

"(Signed) P. S. GREGORY.

"P. SHEASON GREGORY,

"*Architect (In Charge of Maintenance, etc.)*

NOTE.—Your salary will be supplemented by a High Cost of Living Bonus as long as provided by law."

This was from Ottawa; so that you see it is only in rare cases you can find out exactly what the men went through to obtain the positions. These men were returned soldiers, had to show their discharge from the army before they got their position at all. There is just another thing that Mr. McGarry could not tell you. He was asked if a boilermaker would have to go through the examination or any of these men. That is not necessary, as it was pointed out. The

classification there lays down the condition on which that man comes into the service. If he is an engineer, he has to have an engineering certificate, examined by three competent examiners; if he is a machinist, he has to have three years experience in a machine shop. He could not get that position without he had three years in a boiler shop. As an elevator operator he must have operated an elevator outside for a reputable firm for a year, and be able to make his repairs. If he could not do that, he could not get the position, so it was not necessary to go through any routine for those positions. The qualifications of the man are right in the book.

By Mr. Simpson:

Q. You have given us a lengthy explanation of how these men get into the service. Do you approve of the method that you have just been explaining? —A. As far as the men have explained it to me, yes.

The WITNESS retired.

Mr. ROBERT COLVIN, called, sworn and examined.

By Mr. Rinfret:

Q. Whom do you represent?—A. Dominion Customs and Excise Officers Association.

Q. Have you a memorandum to present, or do you wish to be questioned? —A. We have a memorandum that is placed in the hands of all the members of the Committee. I think in order to save time, it might be read, but I would be glad to give any information any of the members might require.

Q. Your association is composed of how many persons?—A. 2,500 or 3,000.

Q. Where is your head office?—A. In Ottawa. We hold our annual convention in the city of Ottawa.

By Mr. Parent:

Q. I notice that this statement you have to present has been presented to the members of the Committee?—A. Yes.

Q. Would you be as well satisfied if we consent to have this printed, so that it would be open to everybody rather than have it read to the Committee? —A. Yes.

Q. You are satisfied to have that printed?—A. Yes.

"To the Chairman and Members of the Special Committee of The House of Commons, appointed to inquire into the working of the Civil Service Act.

"Honourable Gentlemen,—

"In prefacing the statement of the views of the members of the Dominion Customs and Excise Officers' Association it may be of interest to the Committee to be acquainted with the history as well as the aims and objects of this organization.

"During a convention, at Ottawa, of the Civil Service Federation of Canada, in 1917, the Customs delegates present took steps for the formation of this organization, which resulted in its extension throughout Canada—The membership of the Dominion Customs and Excise Officers' Association embraces Customs and Excise Officers in the Ports and Outports, in and outside of Ottawa, which number about 3,000—Each Port is a branch or local; in the Western and Maritime provinces they are connected up provincially and in turn are linked up with the Dominion executive, having headquarters at Ottawa.

"The aims and objects of the organization are, briefly, to promote the interests of its members and increase efficiency in the service.—It has always taken a moderate and firm stand where its rights were concerned, at the same time maintaining cordial relations between officials of the department, the Civil Service Commission and the Government.

"The annual conventions are held in Ottawa, with about forty delegates in attendance, representative of the entire service, and problems of the members and the service are given careful study and representations made thereon, which receive sympathetic and favourable consideration by the authorities concerned.

"In presenting the views of our organization to this Committee it is observed that the witnesses are in a different position as compared with those who have been heard, inasmuch as they have spoken in general terms of the many departments which their membership includes, whereas our testimony concerns one department only and our opinions, therefore, are necessarily limited to staff problems rather than departmental policies. —This does not indicate, however, that we are not prepared to speak frankly on the questions which have been discussed and adopted at our various conventions, being a matter of record and only a case of carrying out the instructions of our organization.

"THE MERIT SYSTEM

"Prior to 1918 our branch known as the Outside Customs Service, was not within the jurisdiction of the Civil Service Commission, and a large number entered the service without qualifying, as now required; promotions were also made from time to time in which consideration was given to factors other than those of efficiency and seniority; no provision was made for statutory increases, an amount being sometimes included in the estimates and apportioned in a manner causing great dissatisfaction.

"The adoption of the Civil Service Act of 1918 put an end to this state of affairs, and the classification of the Arthur Young Co., faulty as it was, contained provisions which rescued our members from bondage and put every man on equal terms as regards the future, and gave rank, titles, lines of promotion to and from each position, salaries and statutory increases. While the salaries were not satisfactory the setting up of the service and the bringing about of fixed salary increases were greatly appreciated. Our members accepted the original classification book (June, 1919) because of the promise that all defects therein could be remedied by proper representation to the Civil Service Commission. The salary schedule however was too low, and we were unanimous, with the rest of the service, in asking for immediate revision. The publication of classification in September, 1919, in our opinion, still allowed considerable room for improvement. Our appeals were duly dealt with by the Board of Hearings and Recommendations, at which a representative of our organization was given the privilege of a seat as a rotating member and, on both occasions, was also given the opportunity of presenting the class appeals of our members, which were approved and adopted with a sole exception.

"The putting into effect of this classification was the greatest step forward ever attempted in our branch of the service and brought much comfort and happiness in hundreds of the homes of our members. For years those men had struggled, woefully underpaid, and thoroughly discouraged. The effect of the merit system and a reasonable rate of compensation removed the cause of most of their troubles.

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"It must not be taken for granted, however, that we are entirely satisfied with matters as they stand at present; there is the single item, approved by the Board of Hearings and Recommendations but rejected by the Civil Service Commission, i.e., annual increase. Unlike our confreres of the (so-called) outside service of the Post Office Department, who are in receipt of $120 annual increase for the lower paid men, we receive but $60 which is considered to be insufficient and unjust when the important nature of the duties of the officers concerned are given due consideration. We still hope however that a satisfactory adjustment will be made.

"In reviewing our classification there still remain a number of anomalies, and we are asking for further amendments and salary revision, with a view of placing the salaries of our technical or executive officers on a more equitable basis, as compared with positions of similar responsibility in other branches of the service. As regards the Civil Service Act, particularly as applied to promotions, our organization would resent very strongly any change being made, the present procedure, which can be explained orally, having worked out satisfactorily.

"As regards superannuation, our parent body, the Civil Service Federation, has substantially expressed our views, which are repeated briefly:

"Superannuation is essential to an efficient service, providing as it will, for the retirement of those whose age or inefficiency renders them unfit for further service, their removal being thus effected without hardship. It is, in our opinion, a sound business proposition and an incentive to the young and a protection to the old. Our organization, in urging the putting into effect of this measure, confines itself to the broad principle of superannuation, including the following recommendations:

"1. That it be contributory,

"2. That the dependents of the superannuated employee be protected after his or her decease,

"3. That an age limit be established.

"With reference to service councils, we would recommend the setting up of a national council to consider the problems in connection with the establishment of sub-councils, it being understood that the method of procedure of a service located in Ottawa will require adjustment to fit into a service like ours, located in every town, city or village, from coast to coast.

"Salary revision has been dealt with in the report of the Civil Service Federation, and we feel nothing illuminating can be added to the information and figures already supplied, except to urge that the much-needed upward revision of salaries be effected and the temporary and objectionable bonus abolished."

Q. There is nothing else you want to add beyond what is contained in the paper that is being distributed to the Committee?—A. Nothing any more than to make our position quite clear on the classification which has come up for considerable discussion. I might say when classification was first introduced we accepted the principle of classification, but we did not accept the detail of it. We thought it was a good thing in the interest particularly of the Customs Service, and while we accepted the principles of classification, we did not accept it in detail at that time. The members of our association went before the Board of Hearing on appeal on different occasions with certain objections we had to the classification. We were very successful in our appeals before the Board, and we have now got what we consider a fairly good classi-

fication. We do not consider it sufficient by any means, but on review of the conditions in the Customs Service, prior to the merit system coming into effect, what we have to-day we consider is a very marked improvement. Probably the outside service was the very worst, in so far as what we call patronage was concerned. We were a sort of dumping ground. We did not get men in the positions who were always selected for the positions.

By Mr. Rinfret:

Q. What year do you refer to when patronage was bad in the department? —A. Practically to all my years of service, prior to coming into effect of the merit system of 1917 or 1918, in the majority of cases.

Q. What year were you appointed?—A. 1890.

Q. You look rather young?—A. Well, I entered the Service when I was comparatively young. The point we want to make clear is—.

By Mr. Chevrier:

Q. The position of outside Customs Service covers clerical positions?—A. They cover clerical positions and also positions of certain forms of labour, such as porters, packers and messengers.

Q. Porters, packers and sorters are now under the jurisdiction of the Civil Service Commission?—A. Yes.

Q. The only labouring positions you have in the Customs are those, porters, packers and sorters?—A. Yes.

Q. Outside of that they are all clerical positions?—A. Yes.

Q. You have preventive officers?—A. The Preventive Service belongs to the inside service. Their functions are to look after the detection of smuggling and fraudulent acts against the Government.

Q. Are any of your employees in the outside service on the exempted list? —A. No.

By Mr. Parent:

Q. Employees who do not fall under the Civil Service Commission?—A. No, ours are all under the Civil Service Commission.

By Mr. McKillop:

Q. You prefer to leave them under the Civil Service Commission?—A. Yes.

By Mr. Chevrier:

Q. You have none of these positions that fall within the exempted class, which are similar in class to that. They are all clerical positions except the porters, packers and sorters?—A. And messengers.

By Mr. Parent:

Q. You say that all your men are in the inside service?—A. In the outside service.

By Mr. Chevrier:

Q. Now, there is no outside service?— It is brought under the Act, and it is all the inside service. You are misleading the Committee when you talk about the outside service. There is no outside service?—A. Outside of the department's administration in Ottawa. It is scattered through the country.

Q. If you say outside the service, meaning outside of Ottawa, then the term is right?—A. Yes, sir. In so far as the merit system is concerned, we think it is a splendid system, in so far as it deals with our service, and we also feel that the classification we have at present, while not a perfect one, is a very beneficial one.

By Mr. McBride:

Q. You are perfectly satisfied with the Civil Service Commission, in the way it deals with your branch?—A. We are perfectly satisfied with the way the Civil Service Commission has administered our service up to the present time.

By Mr. Chevrier:

Q. Have you any suggestions to make?—A. No, nothing in particular, any more than we thought that in appearing before this Committee there might be some enlightenment we might be able to give them, but broadly speaking we are pretty well satisfied with our situation, its classification.

Q. Have you a large number of technical officers in your organization?—A. What would you term technical officers? Professional?

Q. Yes.—A. No, not in the branches throughout the country.

Q. You would not have some of these chemists or gaugers?—A. We have gaugers in some of the large ports, yes.

Q. What are their salaries?—A. The maximum is $1,920.

Q. They do not go over the $2,400 class?—A. No, sir.

By Mr. Simpson:

Q. What is the highest salary of the chief clerks?—A. It would depend on the grades; the maximum is $2,400. Grade 5-4. Grade 6 carries larger salary. We have positions carrying a higher salary than chief clerk. Divisional appraisers carry $2,880; surveyors $2,520.

By Mr. Chevrier:

Q. Those are not what are called technical positions.—A. Strictly speaking I think you would classify the gauger as a technical position.

Q. But the appraiser's work constitutes the determining of values?—A. The values and classification of goods.

Q. There is nothing like a chemist or doctor, I mean in the usual line?—A. Whenever a test is to be made, the material is sent to the department.

By Mr. Simpson:

Q. If he went out to value a boat, after being registered in Canada, he would have to have some knowledge of boats?—A. On all importations of goods coming into the country, we require invoices in duplicate. There are various details in the declarations, including the selling price to the purchaser in Canada. The declaration must be attested to by the importer at the time of making the import. Then of course our appraiser will examine the shipment.

Q. The man who occupies such a position must have a special qualification. The invoice may be wrong or may be made out wrong to deceive the officer of the department?—A. We have appraisers. The dry goods appraiser would be more or less an expert in dry goods; the hardware appraiser would be more or less an expert in hardware.

Q. A man like that would require special qualifications?—A. Some special qualification for those positions, but I would not consider those, strictly speaking, technical officers in the sense that this gentleman I think applied the term. I think he referred to technical as meaning the use of an instrument for testing liquors, vinegars, sugar tests and things of that kind.

Q. Have you an idea of the kind of examination such men would be obliged to pass before the Civil Service Commission, before they would get a nomination like an appraiser, for instance?—A. If we wanted an appraiser an application would be made by the collector to the department for an appraiser. That request I presume would be sent on to the Civil Service Commission. I would suppose that they would make the first choice for selection from the

eligible officers within the port, men who had had a great deal of experience. We have a class known as computing clerks who do the checking of the detail work in connection with the passing of entries. These men would form a very good groundwork for appraisers. They have a good insight into the tariff and the Customs Act and regulations, and into values from long association with this particular class of work, and I would suppose that probably they would receive the first consideration when we come to the question of selecting appraisers.

By the Chairman:

Q. They are right in line for promotion?—A. Yes.

By Mr. Parent:

Q. What position do you fill?—A. I am collector of customs at the port of Hamilton.

Q. Has any nomination taken place since you were there?—A. For a particular position?

Q. Yes, for a position under you?—A. Yes, my position was vacated. The present position I occupy was vacated. I was promoted to that position about three and a half years ago. Prior to that I had been promoted to the position of surveyor and from that I was promoted to the collectorship.

Q. Was there an examination passed by the person who occupied the position you had before?—A. No, sir, he was appointed from without the service.

By Mr. Rinfret:

Q. Merely on a recommendation?—A. An ex-member of Parliament. He was appointed about ten years ago.

Q. Before the last law was enforced?—A. Yes.

Q. Do you consider that he was a good man?—A. That is a rather delicate question because I would not like to pass an opinion on my predecessor in office, but I don't think the policy of appointing men from without the service to executive or administrative positions is a sound one. I think it is very bad.

Q. How were you appointed yourself?—A. On my initial entrance into the service.

Q. Yes.—A. Under the patronage system after having passed a qualifying examination.

Q. Do you think that was bad?—A. Remember, gentlemen, I don't take exception to any appointments within the service. The objection I take and lodge is filling these executive and administrative positions from without the service.

By Mr. Chevrier:

Q. You are referring now to section 21 of the Act of 1908 where an officer can put someone over the head of the employees. You know the words "otherwise peculiarly fitted."—A. Up until the Act of 1918, the bringing of the service into that under Order in Council, practically all positions were under that.

Q. Yes, because the law said he could do it. I do not agree that it was a good law; I for one, would not want to see that done again. I want to see the right to promotion secured, but he could do that under the law, because he could say he was putting in some man peculiarly fitted for the position and that there was nobody in the department that was peculiarly fitted for that position. That was the only defect, I think you will agree with me in matters of promotion under the old Act?—A. I would not say those promotions were made because there was no one in the department qualified. There were many cases where there were plenty of men qualified but they did not get the chance.

Q. You and I agree on that and that was one defect in the law which I admit, that it gave the right to the deputy minister to do something which was not in the best interests of the service by going outside and collecting someone to put it over the heads of those in the service?—A. Exactly.

Q. We agree on that, but that does not say that the man put in was a misfit, he might have been a good man for the position, but he cut away the right of promotion by those who were in?—A. Yes, when that system was in operation, it deprived men in the service of any ambition or desire to acquaint themselves with the business because they were robbed of the idea of promotion.

By Mr. Rinfret:

Q. Suppose that a promotion was to take place today, what would be the procedure followed, would there be a competitive examination?—A. Not for a collectorship. I never knew of one.

Q. In that case then what would be the procedure?—A. To fill a collectorship?

Q. Yes.—A. He would be selected largely for his fitness for the service, by long years of service, experience, and various qualifications for the position.

Q. Who would testify to that?—A. That would lie in the hands of the Civil Service Commission.

Q. They would have to inquire for that information would they not?—A. Yes.

Q. Who would they ask it from?—A. The man would have an efficiency rating in the department. They would take his efficiency rating.

Q. Do you mean his record?—A. Yes, his efficiency record in the service.

Q. Would they apply to the head of the branch to secure the information? A. They would have to get that information from our departmental head.

Q. Would that exert an influence in the judgment of the Commission making that promotion?—A. I think that would be a very determining factor in considering his former record in the service and his efficiency.

Q. As testified to by his superior officers?—A. Yes, and also they would have the other factors that they might take into consideration, his years of service and general efficiency in the service.

By Mr. Garland:

Q. Is your Association satisfied with the promotion as now established by the Civil Service Commission?—A. Broadly speaking, yes, very much so.

By Mr. Parent:

Q. Did you have any stenographers appointed during the last few years in your office?—A. No, we have a senior clerk stenographer in Hamilton, but he was with us prior to that, for a number of years.

Q. How many persons all told are employed in your office?—A. Taking into consideration our outports we have 93 on our staff.

Q. And nobody has been appointed under competitive examinations in the last few years?—A. No, I would not say under competition. We have had vacancies. When the collectorship was vacant I automatically stepped up from surveyor. That left the surveyorship vacant, and the chief clerk was then appointed or promoted under the present system to be surveyor, and the senior ranking officer in the clerical division was promoted to be chief clerk. That automatically filled the three administrative positions in the port.

Q. Without competitive examination?—A. Yes, but prior to the filling of the position as surveyor I had passed a qualifying examination for promotion, for surveyor and chief clerk, about 12 years ago; I had at one time an ambition to advance myself in the service and I saw positions were being filled from

without the service, these executive positions; I thought that probably I might have a chance to get one if I qualified for it; I did not expect it if I did not earn it; I obtained permission from the deputy minister at that time, the late John MacDougall, to try the examination. I tried the examination as laid down by the Civil Service Commission at that time, about the year 1912; I obtained 100 per cent in efficiency, 100 per cent in duties of office, and received a disappointment at seeing both positions taken at that time, one by a man without the service with absolutely no experience whatever. I had qualified and done all I possibly could but still I did not get the position.

Q. Did you answer my question whether to your knowedge during the last two years or so, any person has been given a position in the office that you represent in Hamilton?—A. We had one position, if I remember rightly, filled by promotion to the rank of computing clerk. That position was announced within the port that it would be filled. I think it was the intention of the Commission to advertise it, and there were a number of applicants, but the examination was not held. There were men in the service who by their education and by their fitness and also by the fact that they had considerable overseas service to their credit—

Q. Do you mean to say that they were there in a temporary way first?—A. No, not in a temporary capacity; they were in a permanent capacity; they stepped up from the rank of ordinary clerk to that of computing clerk; their peculiar fitness for the position was weighed up and taken into consideration, their educational standing, and their efficiency in the service, and these things all weighed I suppose with the Civil Service Commission, who of course, I suppose must receive or look for some approval from the deputy minister.

Q. Do I understand you to say that the Civil Service Commission was going to advertise for the position you speak of?—A. No, it was announced that this position would be open for competition or words to that effect, and then the examination was not held. I do not think the Civil Service Commission feel that they are morally bound always to hold examinations. I think possibly I should not transgress into their matters, but I think they may find that there are men in the service who by their efficiency rating and years of service are competent to fill those positions, and I think they sometimes do fill those positions by promotion.

Q. We will come to a concrete case, if you will remember the circumstances of it. What was that position?—A. It was computing clerk.

Q. Why was not the examination held as advertised or going to be advertised?—A. I could not answer that question other than to suppose that the man who was appointed to the position was considered very well qualified, which I think he was.

Q. Were you asked to report on him at all?—A. No, I don't think I was. I am not sure that I was collector at that time. I was not asked to report any more than the annual report which was sent in.

Q. I am not asking you if you were asked to report. I am asking you if you did report?—A. No, I did not report.

Q. You did not make any recommendation at that time?—A. No.

Q. So in that case the law was not followed because there was no competitive examination to nominate the man in question?—A. Not in that particular case.

By the Chairman:

Q. As collector at that port it would come within the scope of your duties to give indications of the efficiency of the men below you?—A. Yes, there is an annual report furnished to the department every year. A man is rated on that classification report as either "Extra" "Good" "Fair" or not.

Q. That comes within your duties?—A. Yes.

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By Mr. Garland:

Q. All vacancies have been filled by promotion in your department since 1918?—A. Yes.

By the Chairman:

Q. And the Commission will accept that as evidence of a man's fitness or otherwise when promotions are made?—A. Yes, if the service is to be increased, and we want a man, I would notify the deputy minister, he would in turn notify the Civil Service Commission I presume, and they would select a man from the eligible waiting list, which is composed of course from returned men; that man is assigned to temporary service for a probationary period of probably six months. The collector is asked to give a report on him during that period. If it is satisfactory, that in turn is conveyed to the Civil Service Commission and they in turn confirm that man's position. I think that proceeding was followed by the Commission, but he first must be on the eligible waiting list.

The CHAIRMAN: Any other questions? Mr. Burns is the next witness.

Mr. THOMAS HUGH BURNS, called, sworn and examined.

By the Acting Chairman:

Q. Mr. Burns, what is your position in the organization?—A. I am secretary-treasurer of the organization of which Mr. Colvin is president.

Mr. RINFRET: Before we go on, Mr. Chairman, have we the representatives of the G.W.V.A. here? I understood they were to be called to-night.

The ACTING CHAIRMAN: No, not until Thursday.

WITNESS: Before we go any farther, I would like to clear up some points that have been made by Mr. Colvin regarding promotions.

Mr. CHEVRIER: Are there any others coming up to-night? There was a Mr. Foley, I think, who wanted to say something.

The ACTING CHAIRMAN: I think not, just at the moment.

Mr. CHEVRIER: I only wanted to keep these things in mind as we went along.

WITNESS: To prevent any misapprehension regarding the system of promotions, and the question raised regarding competitive examinations, I think it is pretty well understood that competitive examinations are not necessary to establish a man's efficiency. The proof of that is that in the promotions we have made since the Civil Service Act has been established they have been practically entirely satisfactory to the staff themselves, and, as they are the men concerned, they are really the best judges. The reason that it is not considered necessary to have competitive examinations is because the method which the Civil Service Commission have of rating men makes it entirely unnecessary; the same result is arrived at in a similar form.

Speaking of the last case as a case in point—I am not referring to the details, but am just speaking generally—a vacancy occurs, and a position is open to a computing clerk. The procedure followed, as explained by Mr. Colvin, is that the collector reports that he needs a computing clerk, and an application is made. The Civil Service Commission looks over the application and causes an advertisement to be sent to that particular port, which is stuck up on the wall so that all may read it, which advertisement states the qualifications that are necessary. The prospective candidates send their applications in to the collector, who rates them according to a form which is supplied to him, which I have here, and which goes into great detail in regard to the qualifications of each man. He then makes his recommendation as to the man he thinks is best qualified, and sends it on to the department.

In regard to the rating of the collector—and this is a point I would like to make clear—the district inspector also makes a similar rating. This gentleman goes to the port several times during the year, checks up the work of the men, becomes acquainted with them, and, in order that the ratings shall be fair, two are given upon each man, one independent of and without the knowledge of the other, one by the collector and one by the district inspector, both without having any knowledge of the other rating. Those ratings go to the department; the department examines them and sends their ratings and recommendations to the Civil Service Commission.

By Mr. Parent:

Q. Are you speaking of a promotion or a new nomination?—A. A promotion.

By Mr. Rinfret:

Q. May I interject this: does the department in Ottawa, the deputy minister, interfere with the report of the inspector in regard to the recommendation?—A. The deputy minister is the final channel.

Q. But does he interfere with the report which has come to him from the branch?—A. No, sir.

Q. He is a mere avenue to the Civil Service Commission?—A. If there is a conflict of opinion between the collector and the inspector, he is the one to decide who is right or wrong.

Q. Upon what will he base that interference?—A. Well, upon his general knowledge of conditions and the advice he receives from the chief inspector, who is circulating through the country. Our deputy minister has a most intimate knowledge of the situation.

Q. In other words, he also plays a part in the recommendation?—A. Yes. Those recommendations go to the Civil Service Commission, who go over the different rating sheets and average them, adding a certain number of points for seniority, and it is a very strange thing, but the man with the qualifications rises, like the cream in the jug, to the top, and if there are two or three and the ratings are similar, the question of an examination becomes perhaps necessary and important.

Q. Do you not get sour cream sometimes? I am only using that expression figuratively.—A. You mean that some men are dissatisfied?

Q. Yes?—A. I have travelled almost all over the country and I have seen most of our men, and I will say this, that the method of promotion is considered by the men as very satisfactory. Of course there are some men who are dissatisfied, as is natural, because we are but human, and I am no exception; you know we have a very good opinion of ourselves, and perhaps I do not think anybody else is better qualified for the position than I am; in consequence when an independent body or an independent official takes the ratings as established as to the efficiency of the individuals concerned, while we are not always satisfied, the facts are there. To come back to my story, when these ratings are made by the Civil Service Commission, if there are two or three men very far apart you can see that there is no need of an examination; the qualifications of the successful candidate are too evident. It is only when the candidates, two or more, become on an equal plane that this examination becomes necessary.

By Mr. Parent:

Q. There is no necessity for advertising?—A. I think you are trying to put a wrong interpretation on what I am saying.

Q. I am only asking you the question.—A. If we did not advertise the vacancy, how would the men know for a certainty that the vacancy existed.

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Q. By a letter to the other men.—A. Just there, every man knows if he wants to go after the position it is there for him, something that was never there before. It is an incentive to a man to work to improve himself, and Mr. Colvin can tell you that the men in his office study their tariffs and apply themselves to their work as they never did before, under this system.

By Mr. Rinfret:

Q. In other words, when it is possible to establish the qualifications of the different candidates, it is much better than having them subjected to a competitive examination?—A. Certainly. Then if a candidate should be dissatisfied, an appeal is there.

Q. But as a system of promotion, you consider that a qualification testified to by a superior officer is a better system than a competitive examination for promotion?—A. Yes, testified to by superior officers on the records of the efficiency of the man himself.

Q. It is better than a competitive examination?—A. It makes an examination unnecessary.

Q. Therefore you consider it better?—A. It is better in our service; it works more satisfactorily.

Mr. RINFRET: Why don't you say Yes?

By Mr. Simpson:

Q. I see you recommend the establishment of a sub-council?—A. Yes. You are not going to get a long speech from me regarding councils, because it is too complicated a question. We have simply confined ourselves to the principle of establishing an entente cordiale as between the employee and the employers, one might say, so that a better understanding can be reached. A council should be established to set up certain rules of procedure, and establish the work of the councils to the satisfaction of those concerned, because you have had varying ideas regarding the details. In our opinion the details should be settled by a committee, and that committee should take upon itself the forming of a constitution that all can agree upon, and we feel that we cannot agree upon that unless this committee gets together as representing the service and the government department, in order that a common basis for a working agreement may be arrived at, because in a scattered service such as ours, which extends from the Yukon to down in the Atlantic, something different must be done as compared with the service in Ottawa, in order to take care of the very many problems in a scattered service such as ours.

Q. Would the services of those councils be called in in regard to promotions?—A. They would be a sort of a court of appeal but of an advisory character. We believe that no civil servant should be in a position to dictate the policy of the Government which employs him. We feel satisfied that any ruling given in an advisory capacity, which has the approval of the council, will practically mean that it will be obeyed, and it will be more tactful and more diplomatic.

By Mr. Parent:

Q. What position do you occupy in the service?—A. I am senior examining officer of Customs and Excise at Ottawa.

Q. I presume if there was some technical man to be appointed in the department, your judgment might be as good as that of any investigator the Civil Service Commission might send out, as to the capacity of the man to be appointed?—A. No, sir. I think the Investigation Department of the Civil Service Commission has a function to perform, and I would never think of taking

upon myself the duties of an investigator. Very often it needs the views of a man outside the service, because we have only our own viewpoint.

Q. That is quite necessary, from your viewpoint?—A. We think we know what we want, in the practical details. I want to show you how fair we want to be; at the same time we may have too much of our own viewpoint and not enough of the others.

Q. For your own service you ought to take your own view of it?—A. Well, we are practical.

Q. You are a practical man?—A. I am a practical man. We know what is right.

Q. An investigator who knows nothing about your branch of the business would know less than you know about it?—A. That is true.

Q. Do you know an inspector in the Civil Service Commission who would know enough about your business?—A. Yes.

Q. Who is he?—A. Mr. Gilchrist.

Q. Does he know as much as you about it?—A. Not in some cases, perhaps. I would not measure my knowledge against his. At the same time, if we came to a decision or a showdown, he might know more than I. There are very few men who know as much about the men as I know, having met them from one end of the country to the other, but there are certain questions and certain requirements that I do not pretend to know very much about; in other words, I am a modest man, and I do not want you to think that I know everything.

Q. Has Mr. Gilchrist made an investigation like that?—A. Mr. Gilchrist has made investigations. We have fought Mr. Gilchrist at the Board of Hearing; we have not always agreed with him, but we are good friends nevertheless.

Q. So that your opinion would be contrary to his most of the time?—A. There was one case in which his opinion did not prevail. I am glad you brought that up. We sat for months before that very fine organization, the Board of Hearing, which you have heard a great deal about. It gave us an opportunity of presenting our views in a fair and reasonable manner; we were met in a very friendly spirit. Naturally there were strong differences of opinion at times, but we were successful in the end in meeting the views of both parties, both of the Commission and the employees, with one exception. I believe in mentioning this, because it is the only fly in the ointment. If the Civil Service Commission had seen fit to grant this particular case we would have—

Q Complete harmony?—A. The harmony is there to-day. We can differ and be friends. There is one point that has been a source of very great dissatisfaction and unrest among our members; the Board of Hearing and Recommendations, every ruling that was passed by the Board was adopted by the Civil Service Commission with one exception, and that was regarding our annual increase. We are only enjoying a salary increase of $60 per annum, $5 per month, for all our lower paid men. Our sister department, thanks to the energy and foresight of the Postmaster General, are enjoying $120, $10 per month. Mr. Pelletier, I think it was in 1912, saw to it that the outside postal service received an annual increase of $100, through an amendment of the Civil Service Act. When classification went into effect the amount was increased to $120, because it was the nearest multiple of $60. We had no annual increase whatever before this, and the Arthur Young Company thought perhaps we ought to be satisfied with $60, as it was better than we had before, although a certain amount of money was placed in the estimates and apportioned out to us as they saw fit, which was very unsatisfactory; some men did not get increases every year, some men got large increases, depending on who their friends were—not any political parties, because it was the case with all parties, it was the custom of the time. That is one thing we have to thank the classification for, that is that

we are getting a statutory increase, but we do not get enough. Our friends in the postal service are getting $120 and we are getting $60. Their work is to a very much larger extent than ours under supervision; 90 per cent of our men come in direct contact with the public. The officer you meet on the train, stationed on the frontier, he is, so to speak, the Collector of Customs. On his judgment, his ruling, the collection and protection of the revenue of this country rests, and he gets a miserable $60 per annum, and it takes seven years to go from the minimum to the maximum salary; and we are not able to get that increase on a level with our postal friends. In justice to the Civil Service Commission the attitude they take is quite reasonable from their standpoint, although we do not consider it so from our standpoint.

By Mr. Chevrier:

Q. If the Commission takes that stand it must be as the result of some investigation?—A. I am going to explain. The Commission take the stand that they cannot give preferential treatment to the Customs Service over the rest of the service, that if we were to get $120 the rest of the service would get it. Our classification differs from any other department, because of the peculiar nature of the duties that the men perform.

Q. You complain on that particular score?—A. Yes.

Q. Everybody complains, I mean every shoe does not pinch at the same place, but most shoes pinch; you complain of that particular pinch in that classification?—A. Yes.

Q. Somebody else complains about another particular pinch in the classification?—A. Yes.

Q. Is not that because the classification brought down by these people who knew very little about elasticity of the service was made too rigid?—A. No, because the classification was not made rigid, the classification was subject to amendment on appeal to the Civil Service Commission; and that is the only reason we could accept it. If we are asked to make the choice of dropping the classification and getting $120, we would cling to the merit system and bid the $120 good-bye cheerfully.

Q. Do you think the classification and the merit system are synonymous? —A. Quite.

Q. You think the classification—?—A. Our classification—I am only speaking for ours.

Q. Probably if you said that the Civil Service Commission principle and the merit system are synonymous—are you prepared to say that the classification itself is so perfect as to be synonymous to merit, that every case where the classification works out, it was worked out according to merit?—A. The classification is a human institution and therefore must be faulty, but generally—

Q. Very well, I grant you that much; it is human, and therefore it may be faulty, and it necessarily follows that it is susceptible of improvement?—A. And it has been improved from time to time.

Q. But just at this moment you have struck a place where for some reason or other you cannot secure the improvement?—A. No, because of the fact that the Commission does not act on it.

Q. In their own honest judgment they think that they are right?—A. Yes.

Q. And you think they are wrong and that you are right?—A. Exactly; and we have said so in no unmistakable terms, in a friendly way.

Q. The reason for that is that somebody struck an average in multiples of 60; do you know how that multiple of 60 was arrived at?—A. No.

Q. It would be interesting to you to know how that multiple of sixty was arrived at; it was purely and simply the result of striking averages from the lowest and the highest salaries paid outside, and therefore there was no elasti-

city in it compared to the requirements of some particular appointments in the service?—A. I am representing in this case 1,600 men who are affected by this $10 a month, or $120 per annum.

Q. How do you suggest that this thing should be cleaned up, this difference of yours of $5 a month increase?—A. I wish I knew the answer. I have endeavoured to find several solutions, and I think we are getting nearer to the solution, but I cannot say we have reached an ultimate result as yet; we are nearer I think than we were in the beginning, but I think we are far off yet. The answer will be to have the Commission recommend it.

Q. How would it affect the rest of the service?—A. It is a question of cost.

Q. The Postal Department now has it?—A. Yes, it is a question of cost. It would cost the government $120,000 to give us this increase.

Q. If they gave you that increase would they have to give it to all the other services?—A. The Civil Service Commission cannot see its way clear to recommend it for us without recommending it for all. The cost of it would run up into a million anyway, which makes the recommendation prohibitive.

Q. If you try to make that classification uniform to give you and all the others the same salary, why was it not made uniform in the first place?—A. Because it would not be fair.

Q. If it was not fair, the Civil Service attitude is right?—A. In what respect?

Q. If it is not fair to give to all then the stand which the Civil Service Commission takes is right?—A. I say the Civil Service Commission according to it own light is perfectly justified in the stand they take; we obtained our classification on its merits, only on the duties and responsibilities of the Customs and Excise service, and we felt the arguments we gave for $120 should be also taken into consideration, and the fact that it met with the approval of the committee charged with that responsibility, the Board of Hearings and Recommendations.

By Mr. Rinfret:

Q. I understood you to say you represent sixteen hundred employees?—A. There are sixteen hundred men affected by this ten dollar increase.

Q. That is of Dominion wide operation?—A. Yes, that particular class affected by this $120.

Q. Where do you work yourself?—A. In Ottawa.

Q. Everything you say about the Customs outside service would apply to every part of the country?—A. And I have been in most of them. Now, in reference to superannuation you have had a very good brief presented by our parent body, and we would like to say we believe superannuation is mentioned in the document there is something the service needs very badly and at once. It is an incentive to the young and a protection to the old. A young man goes into the service and gets fairly capable, he is offered a position from the outside, and the only thing that will keep him there is superannuation. It is a good investment for the government.

By Mr. Chevrier:

Q. I would like to have any recommendations you have to make in reference to your grievance of the discrimination of $60 and $120, if you have any suggestions as to how that can be overcome so far as I am concerned I will be very happy to have them. As I understand it now it is simply a matter of argument between yourselves and the Civil Service Commission?—A. We have the support of the Hon. Mr. Bureau, the Minister, and Mr. Farrow, the Commissioner of Customs; but we cannot make any headway unless the Commission break the deadlock. I want to say we have reached a point where the Commission cannot recede from its policy, cannot make a distinction between one service and the other, and we believe they should.

Q. Do you think we can help you, and if so, how?—A. We thought the matter over, and we felt that if you knew the state of affairs possibly you might make a recommendation to the Commission, or to Parliament along these lines.

Q. That is your suggestion?—A. Yes.

By Mr. Simpson:

Q. Are your preventive officers included in the list of 1,600?—A. Perhaps you have in mind the old time preventive service; they are not preventive officers, they are examining officers.

Q. Are they included in this list?—A. Yes.

Q. What is the annual increase to the Immigration officers that are on the same train?—A. I do not know.

Q. Is it $60 a year?—A. I do not know; probably it is, but let me say this too: there are certain branches of the service that do not perhaps feel they are so well treated in some respects as we are—though we are not taking credit for good treatment—because they have not been so successful in making presentations to the government or department, and if they have not got ahead they have no one to blame but themselves.

By Mr. Drummond:

Q. Have you considered the fact that if the Civil Service Commission granted your $60 extra, it would be an incentive to other departments to make a request? —A. That is the attitude the Civil Service Commission takes.

Q. Do you consider that a reasonable one?—A. No; I say every man should stand on his own feet. If we make a good case and prove we are worthy of it and the nature of our duties entitle us to it, it should be given to us, and if we do not make a good case on the merits, then it should not; but at the same time the matter is up to each department as it comes along.

As regards the revision of salaries, that too is a very important question. You have heard through the Civil Service Federation the tables of cost and the various values of different foodstuffs, and so on, in connection with the cost of living; a very strong case was made, in which we fully concur. The bonus has never been satisfactory; it is a cause of a great deal of trouble; nevertheless it has done a good deal of good; but where you put three or four men sitting at a table and the man in charge is getting a lower bonus than the other man simply because he is not married, it does not create a spirit of efficiency.

Q. You mean equal pay for equal work?—A. Yes, according to our service. The largest proportion of our men are married, and like all poorly paid servants they have very large families.

By Mr. Rinfret:

Q. How do you explain that?—A. I cannot explain it.

The ACTING CHAIRMAN: We will now hear Mr. Foley.

Mr. JAMES FOLEY, a witness, called, sworn and examined.

The WITNESS: Perhaps if you will just ask me questions; I have but a couple of things to suggest; anything you would like to know about prevailing rates I will be glad to tell you.

By Mr. Chevrier:

Q. We have had a very comprehensive statement from the previous witnesses on that. If you feel there is anything that has not been said that should have been said, I think we would be very glad to hear you.—A. As regards prevailing rates, what I am up here for is to try and adjust the salary. I would suggest now that you take the prevailing rate and make that a salary, and give us the privileges.

Q. That is, the difference between what you say and the others is this, that in your case you would like to take the prevailing rates as is being done now, and make it a salary, and give you the privilege of holidays and sick leave and other things that go with it?—A. Exactly, that is my suggestion.

Q. You would be satisfied to take that?—A. Exactly.

The ACTING CHAIRMAN: Any more questions to be asked Mr. Foley?

By Mr. Rinfret?

Q. You work in Ottawa, Mr. Foley?—A. Ottawa, yes.

By Mr. Chevrier:

Q. And you represent the same Association as Mr. Matheson and the others?—A. Yes.

By Mr. Garland:

Q. Does your association ask to have the change made from the prevailing rates?—A. No, sir, all we wanted here in Ottawa, the mechanics in the Queen Street Department, was we were being put on prevailing rates. There were two or three different crafts went to find out if there could not be some happy medium found whereby we could get a salary, and we were told, "No," it was just a straight prevailing rate. We had no say about it at all, it was just prevailing rates.

By Mr. Parent:

Q. Anything else you want to add, Mr. Foley?—A. I might speak about our labourers down there; the city pays 50 cents per hour, and they call that prevailing rates, but the Government only pays 45 cents an hour. Could that be rectified here in any way?

Q. You mean, your suggestion would be that the Government should pay as much as the city?—A. Yes.

By Mr. Garland:

Q. Are you paid for Saturday afternoons?—A. No, sir, we are paid by the hour for every hour we work.

By Mr. Rinfret:

Q. Do you object to temporary employment in the same way your President does?—A. Personally, and I think for the majority, we do not give a hoot how they are, as long as we get a salary, that is, to be put on a more permanent basis than we are now.

Q. Are they not concerned about their lack of permanency? These temporary employees, are they not concerned about their lack of permanency? —A. Yes, they are concerned, they want to be made permanent if possible, with no cut in the salary.

Q. What I mean to say is this; the main complaint of your members is that there are too many people temporarily appointed.—A. We are all temporarily appointed.

Q. All of you?—A. Yes, there is no permanency in our department; we are paid by the hour and at an hour's notice we can be told we are no longer required.

Q. That is the old class of employment?—A. Yes.

By Mr. Simpson:

Q. Have you made application to be put on the permanent basis?—A. Not that I know of, to be put on a permanent basis, only this request we are making now.

Q. You have not made application to your deputy minister, or to the Commission?—A. Yes, we have made application to both the deputy minister and the Commission.

Q. What has been the reply?—A. Nothing doing.

Q. Nothing doing in each instance?—A. In each instance.

Q. You mentioned the prevailing rate of wages the city was paying as 50 cents an hour for labourers?—A. Yes.

Q. And you were getting 45 cents. Is the Government paying 45?—A. Yes.

Q. Do you know the prevailing rate the contractors are paying?—A. Yes, 45 cents.

By Mr. Parent:

Q. But the City of Ottawa pays 50 cents an hour for all labour?—A. The same labour as the—

Q. And you would like to be put on the same basis as the corporation employees of the City of Ottawa?—A. Yes, that is all.

The ACTING CHAIRMAN: Very well, gentlemen, we will adjourn until Thursday morning at 10 o'clock, when we will have the representatives of the G.W.V.A. present.

The Committee adjourned until 10 a.m. Thursday, April 19, 1923.

THURSDAY, April 19, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: We have Mr. MacNeil of the G.W.V.A. as a witness this morning. We will call upon Mr. MacNeil.

Mr. C. G. MACNEIL called. sworn and examined.

Mr. SHAW: Before Mr. MacNeil proceeds, I asked some time ago for a copy of the report of the deputy ministers, and I would like to get that' because they are coming here, shortly, I believe, to give evidence.

The CHAIRMAN: I think it came in a day or two ago. I have not seen it myself.

The CLERK: There is only one copy here.

Mr. CHEVRIER: Would it not be wise to have copies made?

The CLERK: I will have copies made.

By the Chairman:

Q. You have a case to present on behalf of the veterans, Mr. MacNeil? —A. Yes, sir.

Q. Do you wish to be examined, or have you a statement to read?—A. Just some notes on some matters that I wish to bring before the Committee, and some recommendations.

Q. Go through the recommendations, and the questioning will follow?— A. First of all, I wish to say on behalf of the Dominion Veterans' Alliance, that we appreciate this opportunity to discuss before the Committee certain aspects of the Civil Service Act in its operation. I am instructed in this matter, not only by the Dominion Executive Committee of the G.W.V.A., but also by the Dominion Council and Legislative Committee of the Dominion Veterans' Alliance. A meeting was specially held to discuss the matters coming before this Committee of Parliament, and from that meeting I received my

instructions. The Alliance includes the G.W.V.A., the Navy Veterans' Association, the Grand Army of United Veterans, the Imperial Veterans, the Canadian Legion and the Tubercular Veterans' Association. Other organizations, such as the Amputation Association, and those of a more local character, work in close co-operation with the Alliance, and are in complete accord, we believe, with our views on the subject with which we desire to discuss here. We have been astonished at the recent interest exhibited among those organizations with regard to the subject. May I also explain that representing a group of ex-service men who are deeply interested in the problem. We necessarily approach these matters from an angle quite different from that of other organizations represented here. We desire to confine our representations to the procedure by which ex-service men may secure employment in the civil service, and the conditions which may subsequently secure them reasonable permanency of employment. Such employment of ex-service men is a most important factor in general re-establishment, and for this reason demands special attention. At the same time, it is the endeavour of the Alliance to advance only those suggestions which are co-incident with the proper and businesslike conduct of the public business. We do not press for the admittance of ex-service men beyond the point of saturation in the service, or to a degree that would endanger the efficiency of departmental administration in any way. We do not ask that the service be made the refuge for incompetents or cripples. We have never pressed for the appointment of men who are not fully qualified to perform the duties of the post they sought to fill. We do feel that as far as administrative considerations will permit, the Government in this way should assist in the rehabilitation of men whose needs still demand consideration by Parliament, and we do feel that there is a practical way of making these aims coincident. There are important reasons why this should be done. In the first place, the Government is a very large employer of labour and has the opportunity to absorb into employment a substantial percentage of these men. And, secondly, as a matter of public policy, we feel that the Government by example should inaugurate an employment policy among all employment interests that would lead to a more satisfactory treatment of a problem that is now a heavy burden upon the public purse.

Our specific recommendations, sir, on this point, are as follows, that the preference extended to ex-service men under section 39 of the Civil Service Act, be strictly maintained in regard to all appointments in the public service.

And secondly, that to effectively maintain such preference, the classes exempted under P.C. 1053 of June 29, 1922, be again placed under the jurisdiction of the Civil Service Commission.

Now we fully recognize that these recommendations are not justified unless a grave situation exists that may be partially remedied through Civil Service employment, without jeopardizing the efficiency of the civil service. We point out the effect that the employment of returned soldiers in the civil service may have in civil re-establishment and with regard to a re-establishment programme, the employment of returned men in the civil service has been detailed as being a very important re-establishment measure. Some 36,000 men have passed through the civil service. At the present time there are employed in the civil service 20,000 ex-service men, 11,000 of whom have been appointed through the Civil Service Commission since demobilization. There are a great many angles to this subject, sir, but I will endeavour to briefly set forward that which we consider to be the most important reason for the maintenance of this preference. I feel competent to give evidence on this matter as I have only recently accompanied the Royal Commission. During their inquiry there has been disclosed to us a problem of most imposing and startling dimensions with regard

to those classes of men described as "handicapped" and I wish to present some interesting statistics just on that matter.

The total disability pensioners number 45,133.

Commuted pensioners, 4,737.

I have added to that an estimate of those handicapped by reason of disabilities not recorded:—6,000.

That has been established in a way I will describe later. The total of those three classes is 55,870.

From the employment standpoint it is interesting to note that the disability ratings above fifty per cent are only 7,868. Men are paid pensions only in accordance with the degree of disability. Those between 25 per cent and 50 per cent number 14,857. And those under 25 per cent, 22,408. That is a total of 45,133. The average percentage of disability ratings is 32·7 per cent.

The number of dependents of disability pensioners is 65,282. Of the tuberculous there are disability pensions to the number of 8,646.

The number of amputations is 4,255.

Men with ankylosed joints, that is stiff arms, legs and so on, 1,693.

Fractures, 8,624.

Neurasthenics, 3,490.

Men with heart diseases and diseases of the circulatory system, 5,105.

Then pensions as paid to-day do not provide maintenance for these men and therefore employment is of grave importance to them. I point out that the average income from pensions to these men is as follows: A pension of fifty per cent gives a single man $33.75 per month; and a married man $45 per month.

A pension of 25 per cent gives a single man $15 a month; and a married man $20 a month.

A pension of 15 per cent gives a single man $7.50 per month; and a married man $10 a month.

The average pension paid in Canada to-day is $33.21 per month, which of course is not sufficient to maintain either the single man or man with a family, and makes it necessary for him to secure employment. May I point out also that pension to-day is paid without regard to the prohibition in the matter of employment. That has also been disclosed before the Royal Commission. A man's disability is estimated by comparing the disabled man with the normal man of the same age. That does not take into consideration fully the man's prohibition in the matter of employment. Many of these men with only fifteen per cent disability, as determined under the policy of the Pension Board, may be wholly incapacitated. The problem is increasing because of the fact that under present policies to-day no allowance is made for what we call "post-discharge progression." Men leaving the service with fifteen, twenty or thirty per cent disability, have their disability fixed at that rate, and as their employment incapacity increases, by reason of advancing years, no compensatory provision is made from a pension standpoint. So I am just sketching the situation to show how serious it becomes and how necessary it is to consider methods other than pension and medical treatment to adequately meet the need of this very large handicapped population.

To show that these statistics do not by any means fully cover the situation, I would amplify here the statistics with regard to the tuberculous:—

There are pensions paid to tuberculous men to the number of 8,646. There is about an equal number on the strength of the D.S.C.R. for medical treatment. There are men going in and out of hospitals or sanatoria for treatment of tuberculosis making a total of about 16,000, some of whom of course will now be on pension, and they will be included in the 8,000 reported by the Pensions Board. But a survey made by the tuberculous men themselves and confirmed

by the Secretary of the Pensions Board shows the total number of ex-Service men suffering from tuberculosis as 17,000. The incipient cases number 9,000. Advance cases 7,500. The average disability rating of incipient cases, 50 per cent permanent.

Available for employment, moderately advanced, 300.

And incipient, 3,000.

The death rate of these men is estimated at 1,000 per annum. And it is estimated that 90 per cent of these cases would have had a better chance to live ten or twelve years longer if there had not been lack of after care. In many instances, the after care required is employment at light work. These men on leaving the sanatorium are all urged, because of their low work tolerance, to secure light employment. It is the opinion of the specialists dealing with these men, that instead of doing two hours' heavy work a day, they should do a full day's work at light employment.

There are also a very large number of men afflicted with non-tuberculous pulmonary disabilities, such as bronchitis, asthma, etc. The total number is estimated at 2,380. Of these there are now available for employment 1,400. Their disabilities range from 25 to 75 per cent.

It may be interesting to the Committee to consider the classification given of these handicapped men.

The first is those whom real old age has at the time of discharge, with or without other disability, rendered unfit for employment on the open labour market, and those who are prematurely old from causes either arising out of or entirely unassociated with service. It is needless to say that this group will increase as time goes on.

(*b*) Those handicapped by severe physical disabilities, which are the result of deformities, amputations, or arise otherwise from injuries due to service.

(*c*) Those with some chronic conditions due to service but who are not included in the tuberculous.

(*d*) Those who are suffering from some mental or nervous condition in whole or in part due to service.

(*e*) The tuberculous.

(*f*) Those who, owing to various other causes due at least in part to service are unable to give any fixed occupation the same extent of efficiency as is expected from a man 100 per cent fit.

Now the reason I have gone at such length into this matter, which may seem foreign to your discussions in this Committee, is to define to some extent one phase of the problem with which we are confronted in Canada with regard to the ex-service men and handicapped men. It is a problem that will have to be faced. It has not been faced yet. And we realize that in any adequate effort to cope with this problem it will be necessary to discuss enormous expenditures. However, this problem will be defined by the Royal Commission in its report. It will be a problem of staggering proportions, and it will be necessary for Parliament to decide upon commitments not only for the present year, or the next two or three years, but for the next twenty or thirty years; which is a colossal undertaking. We ourselves are alarmed at that. Now it has to be faced, and it has to be faced in the most sensible and businesslike way, and once the problem is defined we think that certain steps ought to be take in logical sequence, to reduce as far as possible the burden that may be placed upon the public treasury. The first and most logical step to take is to definitely determine a pension and medical treatment policy. When that is determined, that will at least wipe off the slate quite a large number of these men. Some men having a measurable degree of disability due to service, if they are paid in accordance with the extent of that disability, will be no longer, or not in any other respect, a charge

upon the State. The next step, perhaps, to take, in my opinion, will be re-training, where it will be advantageous to the man himself. Some men have been partially trained, and, in a way, that will enable them to increase their productivity. But the next and most important part in such a programme is proper employment. We feel that it would not be justifiable to consider the expense of sheltered employment, as suggested, until the employment opportunities, or the possibilities of placing these men in satisfactory employment, have been fully exhausted. This has not been done, and in the last year there is a clear demonstration of just how expensive it is not to adopt this businesslike method. The Labour Department reports show that the Federal Relief Expenditure for ex-service men in 1922-23 (duplicated by provinces) was $223,606.40, and the D.S.C.R. for 1922 was $1,665,872.90.

By Mr. Shaw:

Q. What year is that?—A. 1922. In the previous years there was a very large expenditure. The relief cases for the D.S.C.R. in 1922 were: families, 15,134; single men, 7,422; widowers, 365, a total of 22,941, the total number of dependents being 41,285. These were all handicapped men, and relief was very sparingly doled out, and only to those men who were definitely rated as disabled men. An interesting comparsion of peak loads in 1922 and 1923 may be given here. In 1922 the week ending April 8 was taken, and the number receiving relief was 7,252, at a total cost of $109,925.63. For 1923 the peak load was for the week ending March 10, and the number receiving relief was 2,201, the total cost being $28,154.11. The last registration of the handicapped section was 4,588. I know the present registration in the city of Toronto alone is 1,500. We also have information, which we could supply the Committee with, of the activities of the centralized relief committee, which, in Toronto, has raised and distributed some $60,000 to $70,000 among these men. A very large percentage of these handicapped men are employable and can render 100 per cent efficiency if placed in occupations where their disabilities do not lower the efficiency of performance. For instance, a man with one arm can run an elevator quite as well as a man with two arms. Leg amputations can be placed at occupations where the loss of a limb does not in any way interfere with the allotted task. The system of employment conducted in the Ford works demonstrates that handicapped men can be placed in industry without lowering labour efficiency, by selecting men with regard to their disabilities for operations which do not emphasize disability. Unless vigorous action is instituted in this direction parliament will be required to consider either the subvention of industry or of unemployment. Either of these methods are most costly, as has been already demonstrated. For the unemployable, sheltered employment enterprise will be necessary, but any attempt to extend the scope of this enterprise to include the great majority of handicapped men will prove very costly indeed.

Our argument is this, that unless Parliament inaugurates an employment policy that does affect these men in the civil service, and does encourage employing interests generally to employ these disability men freely, for this year and next year, and the year after, Parliament will be confronted with a much more costly alternative. We do argue that it is sensible and businesslike to give the employable of these men employment that they can satisfactorily follow. Dealing with sheltered employment will ultimately be necessary. As the years go by, and these employment opportunities are withheld from these men, they suffer a lost morale that is disconcerting, to say the least, and that robs them of their initiative, and makes them more or less useless to the employer.

By the Chairman:

Q. Just there. You have made a statement which is amazing to me, in saying that the employment problem is going to become greater as years go by? —A. On the handicapped. I have not gone beyond that. This is the most important consideration before us just now.

Q. In your recommendations, you say Parliament should do something to treat these cases more or less according to their ability for the position offered. Is that not the duty of the Civil Service Commission today?—A. Yes.

Q. What more could we recommend to Parliament that would improve the consideration given by the Commission to-day? That is what we are vitally interested in.—A. Among the positions exempted from the jurisdiction of the Civil Service Commission, P.C. 1053, there are a wide range of occupations,—

Q. That is not the point you make at all. You make the point that more special consideration of the cases should be given, and Parliament does not do this. We are here to make a recommendation to Parliament as to changes in the Civil Service Act. You are the first witness that we have had that has brought up this point, naturally. You indicate that the Civil Service Commission is not giving sufficient consideration to that point, or you would not be making a criticism. Now, what can we recommend to Parliament that the Civil Service Commission should do. It is no use theorizing, we are here to get actual facts and information as to our recommendation. We appreciate a lot of things you have said. We are investigating the Civil Service Commission, and the working of the Civil Service Act, and insofar as it does not satisfy the needs of your case, how should it be corrected?—A. I introduced this, first of all,—

Q. It is very interesting and has many very good points?—A. —because people have said, and quite often it has been said, even by members of the House, that it is no longer necessary to maintain this preference in the matter of the Civil Service.

Q. I don't think you have heard one single suggestion like that from Parliament?—A. I may be astray on that.

Mr. SHAW: Mr. MacNeil started out with that proposition.

By the Chairman:

Q. But what I am trying to get at is the point that he raises there. We do admit it is important to supply the job to suit the disability if possible. It is a very important point. He says, if Parliament does not do that, it is going to be a grave crisis eventually. We are here to recommend that Parliament make alterations of the Act. In what way?

Mr. SHAW: The last observation of Mr. MacNeil is the suggestion that there should be no exemption.

The CHAIRMAN: That is not the point. I am not discussing the point of exemption. I am discussing the point he raises in discussing this Ford plant. He says that this is a consideration in the Ford plant, and it is not here, and if Parliament does not do it, it is going to create a great crisis. That is the point I want cleared up.

By Hon. Mr. Marcil:

Q. In so far as the exemptable classes are concerned, the preference is still given to soldiers?—A. Yes. To maintain such preference, the classes so exempted should be placed under the jurisdiction of the Commission.

Q. Even when they are under a department, the preference is still given to soldiers, or ex-service men?—A. I know exceptions.

APPENDIX No. 5

Q. The letters I have received in regard to postmasterships, I have always been told that if a soldier or ex-service man applied for it, he was to get the preference?—A. Not in practice. I have general statistics to place in and individual cases to cite.

Mr. SHAW: I have heard a similar complaint, so far as exempted positions are concerned.

The CHAIRMAN: And we have had just as many private complaints on the other side.

Mr. SHAW: Let us hear what he has to say.

By Mr. Drummond:

Q. Do you know of any specific cases in the Postal Department?—A. I have three or four where appointments were withheld from the returned men after qualifying through the Commission.

Q. Do you know if there were any cases where appointments have not been carried out by the department or held up?—A. Quite a long time, some of them.

By Hon. Mr. Marcil:

Q. That sometimes arises because of disagreement between the department and the Civil Service Commission, according to what the Acting Minister told the House the other day.—A. I don't know that, I am only acquainted with the results.

Q. The Acting Minister told the House that there were fifteen cases at the present time in which the department is trying to impress the Commission with its views, but if the department fails with that, the appointment of the Commission prevails.

Mr. DRUMMOND: The cases I refer to were those who had been appointed by the Commission, and whose appointments had not been carried out by the department.

By Mr. Chevrier:

Q. You want the present preference to be maintained?—A. Yes.

Q. I have no great quarrel with that at all. The second point is that the classes that have been exempted should revert to the control of the Civil Service Commission?—A. Yes.

Q. Now, in the Civil Service at present, in the Soldiers' Civil Re-Establishment, returned soldiers get 100 per cent preference, nobody but a returned soldier can be appointed in the Soldiers' Civil Re-establishment. Is that right?—A. Yes, sir.

Q. In that department you get 100 per cent. That is, you get 100 per cent of the positions in the Soldiers' Civil Re-establishment?—A. Quite right.

Q. No civilian need apply, and that is quite proper?—A. Unless it happens for a special technical appointment, where qualified returned men are not available.

Q. Then in the various associations that you have, the Vet. Crafts, and the Soldiers' Re-establishment which look after amputated and other cases, the special department that looks to the placing of returned men?—A. One hundred per cent. It does not look after civilians.

Q. The Vet. Craft exists only for those men who are absolutely unemployable?—A. Quite so.

Q. That is another section where the Government is looking after the returned soldier to the extent of 100 per cent provisions as compared to civilians.

That is one kind of employment bureau?—A. Of course there are only some 200 odd men in the Vet. Craft.

Q. Now there is another department under the Soldiers' Civil Re-establishment that looks after the employment of soldiers, like an employment bureau.—A. The employment section of the D.S.C.R.

Q. And there again they get 100 per cent, no civilians need apply, only returned soldiers are being looked after by that department?—A. Are you distinguishing between the staff that mans that department, and the furnishing of jobs?

Q. Both, should be. I don't know whether it is or not. It should be manned by returned soldiers, but at all events their efforts are concentrated on the re-establishment and furnishing of jobs to returned soldiers only. Is that not right?—A. Of course, the D.S.C.R. exists only for returned men in all its ramifications.

Q. The D.S.C.R. exists for returned soldiers only?—A. Yes.

Q. Quite properly so. I am not arguing against that. So that you now have a vast department that is now looking as an employment bureau over the re-establishment of the soldiers?—A. May I say, that as an employment bureau these functions are not very extensive, or the policy has been to co-ordinate their employment activities with those of the employment service of Canada and the service which is jointly maintained—

Q. Under the provincial government and the federal government there are certain employment agencies that work in conjunction with the D.S.C.R. for the purpose of re-establishing the men?—A. Yes, and doing excellent work too, all of them.

Q. In the Soldier Settlement Board there may be there to a lesser extent some work going on for the re-establishment of soldiers also?—A. In the Soldier Settlement Board the staff is almost entirely ex-service men, and their work is entirely for ex-service men; there are some 25,000 settlers in the land.

Q. Under the Soldier Settlement Board the returned man gets 100 per cent?—A. Quite so.

Q. That is quite proper; if you take all of these various organizations that work for the benefit, and quite properly so for the benefit of and for the purpose of re-establishing the returned soldier, he has the benefit of a large organization working on his behalf?—A. Yes.

Q. Now then, you say that there are about 55,000 of incapacitated cases? A. Actually Pension Board, and an additional 30,000 not receiving pensions.

Q. So that there are about 80,000 or 85,000 of incapacitated men throughout the country?—A. Yes.

Q. Some of them very badly incapacitated and some to a lesser degree?—A. Yes.

Q. Some of them that can practically do very little work?—A. Yes, quite a lot.

Q. And others that can do practically any kind of work?—A. A large percentage of them who, if they find the right class of employment can work to 100 per cent efficiency.

Q. You will see I am trying to place this in as impartial a manner as I can; on the one hand to place the returned soldier with his organization and on the other hand place the civilian, with the same duty cast upon the people of this country to look after the civilians also; there are to-day a tremendous number of people out of work in the civilian class, is that right—the unemployment of civilians is quite a problem?—A. Yes, but 75 per cent of the unemployed are ex-service men.

Q. I am quite prepared to take your statistics, but nevertheless there is a large number of civilians unemployed?—A. Yes.

Q. Some of them exceedingly worthy cases, some of them less worthy, but all in fact worthy of attention, is that right?—A. Yes.

Q. Having placed the question in that way you say that you want these exempted classes to be put back under the Civil Service Commission; will you say this is your sole reason for asking for the return of these exempted classes to the jurisdiction of the Civil Service Commission simply and purely for the reason of giving the preference to returned men, is that your sole object?—A. To effectively maintain that preference, yes.

Q. Would it be fair to say you would not care where these appointments were, in whose hands these appointments were, provided they had the same preference there as they have under the Civil Service jurisdiction?—A. I do not quite understand.

Q. All that you are concerned about is that they get the preference?—A. Yes.

Q. Whether they be exempted or not, that they get the preference, that is your stand, provided the returned men get the preference you are quite satisfied? —A. Yes.

Q. If they are named by Tom, Dick or Harry, you do not care?—A. I would not consider myself competent as representing an order of ex-service men to discuss the procedure; I am discussing the effect of the procedure.

Q. Providing they get the preference you do not care who names them. Are you familiar with the list of exemptions?—A. Yes.

Q. Let us go through the list; as I understand it there are about 150 classes on this list?—A. Yes.

Q. Can you tell me how many blacksmith's apprentices, and blacksmith's helpers, boiler maker apprentices and boiler maker helpers the Government employs?—A. No; the statistics are not available to me.

Q. They must be very few, the boiler makers and blacksmiths in the employment of the Government. Supposing those were in the employ of the Government, how many amongst your men would be available for that kind of hard work?—A. From many of these classes of men we could fill almost any position.

Q. If they were available to the Government?—A. Yes.

Hon. Mr. Marcil having taken the Chair.

By Mr. Chevrier:

Q. Take divers', assistants, do you know how many Government divers' assistants there are?—A. No sir; I would take the opportunity of acquiring that information.

Q. You do not think the Government goes in for salvage business and carries a large number of divers?—A. Some.

Mr. MCBRIDE: No, but where the Government is carrying out dredging work on the Pacific coast they have a number.

WITNESS: Dealing with general principles of employment we cannot decide on all individual cases.

Mr. CHEVRIER: This evidence so far as I am concerned has got to come out at some stage of this Committee work, and it might as well come out now.

Mr. SHAW: Probably you could ask him one question with regard to the whole thing.

Mr. CHEVRIER: No.

Mr. SHAW: Cannot you ask one question, and cannot the witness say he does not know how many of these 150 classes there are returned men to fill the positions; that would save time.

Mr. CHEVRIER: This is one of the opportunities where statements made at random can have light shed upon them; I am not concerned with where the axe is going to fall.

The ACTING CHAIRMAN: The procedure in committees is generally based on the procedure of the House. The House sat yesterday discussing the French tariff item by item, and I cannot undertake now to stop a member from putting a question, if in his mind that question is pertinent to the subject under inquiry.

Mr. SHAW: I do not desire to stop the putting of questions, but I simply made the suggestion to Mr. Chevrier that perhaps one question would cover all the answers that can be given; it would save time.

Mr. CHEVRIER: If I knew one question could cover that it would not be to my credit to ask one hundred and fifty; so that I must be given some credit for decency and understanding.

Mr. SIMPSON: As you take each class, if we have any question to ask in connection with them, we had better clean them up as we go along.

Mr. CHEVRIER: Yes.

By Mr. Simpson:

Q. With reference to blacksmiths' helpers and divers do you know if there are any blacksmiths and blacksmiths' helpers and divers in every ship canal?—A. Yes.

Q. And there would be quite a number in the whole service?—A. Yes.

By Mr. Chevrier:

Q. You say there would be quite a number. Have you any information on that, or is it just a suggestion?—A. I know with regard to blacksmiths' apprentices and blacksmiths' helpers that there are such occupations, a number of appointments, but exactly the number I do not know; but I know the Government has within its gift these appointments, and I know there are qualified returned men from time to time available for this work.

Mr. CHEVRIER: That broad statement I concur in.—A. I do not know how I can be more definite without a very exhaustive research.

Q. Take for instance the city of Ottawa, can you say how many boiler makers or blacksmiths' apprentices there are in the Public Works Department at Ottawa?—A. Is it incumbent upon me to produce evidence of that character?

Q. I am not trying to put any more onus on you than the situation warrants?—A. My statement with regard to these appointments was this, that the preference stipulated in the order in council was not maintained under P.C. 1053. When these appointments were handled under the department we suffered. I do not know what bearing this has on that, but I say I have evidence to back up that statement.

Q. You say you have evidence to back up the statement that the preference is not being given now; let us open the parenthesis there; do you want 100 per cent of these appointments to be given to the returned soldiers?—A. No sir, I never asked that; I asked for the maintenance of the preference. That does not work any hardship on the man who did not serve overseas; he has not been required to give up anything at all, and all that this preference has meant to the ex-service man has been to compensate him for the loss he has suffered by reason of his absence overseas, and in some degree the handicap under which he labours to get a career of usefulness in the community. Every man that is usefully employed in the community is an asset, and every man you leave on the bread line is a liability.

Q. And he should not be left on the bread line?—A. No.

Q. How many of these positions are available to returned men?—A. That is beside my point; my point is when you have a position available which a

returned man. a handicapped man can competently fill, you should give him the first chance.

Q. I agree with you there.

Mr. DRUMMOND: If the witness says there are some of these, would not it cover the point?

Mr. CHEVRIER: I am not trying to argue against it; I am trying to get some light on it. You say at present the preference should be given to the returned man; I am asking you now if in these positions here, the exempted positions, you insist that 100 per cent should be given to the returned soldier?—A. I do not say that.

Q. What percentage would you say? If you do say that I will quit the whole investigation, I will let this thing go?—A. On the Welland Ship Canal you require a certain number of blacksmith's apprentices and blacksmith's helpers; we say a returned man in that locality should have an apportunity of competing for those positions, tests should be set, and having obtained their qualifications and ascertained how many ex-service men there are, the preference clause of the Civil Service Act should operate.

Q. Do you mean to say that if there was an appointment for a blacksmith's apprentice or boiler maker that some kind of a test or competition should be held, and that if a returned man competed that he should get the preference?—A. Provided he demonstrated he possessed the minimum qualifications.

Q. If he did not, a civilian should get the position?—A. Oh, yes. We have agreed, when we were parties to the examination or sat as members of the advisory board, in many, many instances we have signed our agreement to the appointment of a man who was not overseas because we could not produce a man that was thoroughly qualified.

Q. Can you say now that on any one of these exempted positions where a test of that kind was held, a returned man came up and he was discriminated against?—A. Yes. I have evidence of that. I have innumerable instances; I have only brought up a certain number of type cases, but I can produce innumerable instances.

Q. Under these exempted cases?—A. Under P. C. 1053.

Q. I understood you to say there were also cases under the operation of the Civil Service Commission where returned soldiers had been discriminated against?—A. I did not make that statement.

Q. You said it did not run smoothly, and you said that a number of men had not been appointed where they should have been appointed?—A. I did not make that statement. My statements on that were made with regard to the position under 1053, that is exempted.

Q. I understood you to say that you had a certain grievance also where the Commission had not appointed returned men—maybe I am wrong—if you say you did not say it I will take it back?—A. Our grievances in that respect are largely against the departments.

By Mr. Brown:

Q. Have you any grievance against the Commission in that respect at all?—A. Not to any great extent, except that with regard to the operation of the disability preference, that is they have a super-preference for the disabled men in the Act to-day, and just at present there is some difficulty in that respect. The fault more or less rests with the Pension Board and the D.S.C.R., because the Commission accepts the pensionability of the man as being the basis, but the rate of pensionability does not always indicate his prohibition in the matter of employment.

By Mr. Garland:

Q. Have you any complaints in regard to this list that is exempted now when it was under the Civil Service Commission, that is blacksmiths and blacksmith's helpers, while they were under the Civil Service Commission had you any trouble or complaint then?—A. Yes; from time to time we had, but there was some opportunity of adjustment; if a man complained that he had not received the benefit of the preference clause of the Civil Service Act, we went before the Civil Service Commission, and they furnished us with a list, and there was always an opportunity of finding an explanation; to-day we get no explanation whatever.

Q. You could not get an explanation from the department now in the exempted classes?—A. This is the sort of an explanation we do get, letters that come to our association, to our secretary at Winnipeg, Mr. Bowler, in reply to an inquiry regarding some appointment:—

> "I wish to advise you that his application was referred to the Liberal Association at Selkirk, and I am now advised by the Secretary of this Association that another party has been recommended for this position.
>
> Yours truly,"

Q. That is the reply you got from the department?—A. Yes.

Mr. CHEVRIER: I would like to know under this list here how many of these positions are available; I will just go through the list, and you follow me, and I am going to just mention the names of certain positions and ask you if you have any men available for these positions, granting you those that I do not mention are such positions as can be filled by returned soldiers: millwright's helpers or moulder's helpers, patternmaker's apprentice, patternmaker's helper, quarrymen, rigger's helper, roofer's helper, saddler's helper, sail maker's helper, shipwright's helper, armature winder,—how many barbers does the Government employ, boilermakers, coppersmiths, cupola tenders, divers, grain-hold bosses, grain riggers, grain scoopers,—how many locomotive engineers and locomotive firemen are under the jurisdiction of the Government to-day; milling machinists, millwrights, moulders, oakum spinners, packmasters, patternmakers, process welders, quarry cutters, railway signal repairmen, riggers, riveters, roofers, sail makers—the Government is not carrying on the sail-making business.

Mr. MCBRIDE: Certainly it does on the Pacific Coast.

Mr. CHEVRIER: I will take Mr. McBride's word for the number of sail makers they employ there.

The Acting CHAIRMAN: The witness is not giving any answer.

By Mr. Chevrier:

Q. I ask these names, and if Mr. MacNeil is aware that there are any? —A. I will state, as I have stated before, with regard to any one on this list I have not any accurate information as to the number of men employed by the government in those occupations.

Q. But it is said this list here contains a tremendous number of exemptions, and on the face of it it looks formidable; now I am asking you if you know the extent to which the government is carrying on these occupations in the exempted class, and when I ask you if you know to what extent the Government is carrying on the occupation of sign painter and stable boss, if you do not answer I take it you do not know to what extent the Government employs men in these occupations?—A. They employ a number of them; if you ask to what extent I cannot give you that because these statistics are not available; they would only be available to me after some extensive research work, but for the purpose of my argument and my evidence the fact is that there are a number of men so

employed, and that there are men in almost every classification amongst the ex-service men available to apply for this work, and that substantiates my contention.

Q. I understand your point, and I hope you understand mine?—A. I am sorry I do not. I cannot give you the exact information.

Q. Can you say to what extent the government employs stable bosses, tailors, template makers, wood turners, boilermaker foremen, locksmith foremen, machinist foremen, mill foremen, moulder foremen, mould loft foremen, patternmaker foremen, rigger foremen, roofer foremen, sailmaker foremen, sawmill foremen, railway section foremen, coat room attendants, house maids, kitchen helpers, repair women, waitresses, head waitresses, housekeepers, laundresses, matrons, camp cooks, and cooks? The point I wanted to make was that out of this list containing about one hundred and fifty classes of exemptions, there are only about seventy-five classes where returned men may be made use of to any extent; if you leave out the cooks and the charwomen and the coat-room attendants and housemaids and kitchen helpers and laundresses, and those other positions, it only means after all that there are only about seventy-five classes out of this hundred and fifty that are available?—A. I only except the classes in which you require female labour. My argument is applicable to all the rest of them.

Q. In these I have named there is very much less chance of employment than in the case of carpenters?—A. Well, there is a chance of employment, and we desire it for these men.

Q. I know, but let us be fair and see if we cannot get a proportion in these things; you would have a much greater chance of putting a returned man in a position of labour foreman or labourer than you would have as a riveter or roofer?—A. Quite so.

Q. Then this may be divided into two classes, those that cover a large number of appointments, and those that cover only a few appointments?—A. Yes.

Q. And to wind this up, you are not concerned with who makes the appointments, provided that the preference be extended to the soldiers, and quite properly so?—A. Until it is demonstrated as it has been demonstrated by this order in council that the procedure does not achieve the effect of giving that preference.

By Mr. Garland:

Q. I suppose you feel the majority of these exemptions that have not been read to you, like carpenters and so on, they constitute the bulk of the appointments?—A. Yes, that is obvious.

By Mr. McBride:

Q. There was a little instance happened in my constituency, I am not criticising it, but I want information on it; a postmaster was appointed; there was a returned soldier with a wife and family, and there was a returned soldier; there was some disability, as far as I know they were both equal, which in that case would you say should get the appointment?—A. The man with the disability.

Q. He had a certain amount of pension, and in the other case the man with the wife and family had no pension, and he was out of work?—A. That is a very difficult question to answer; we have taken the stand that generally speaking the disability preference should be maintained, simply because of the desirability of absorbing as quickly as possible these disability men; although at the time if he has a pension, his circumstances may not be as distressing as the other

man, nevertheless he is restricted in his employment opportunities to a much greater degree than the other able-bodied man, and while the opportunity exists to place him with a more or less promise of permanency that opportunity should be taken; and the reason I have stressed the matter of handicapped men so much is that in your employment policy you will have to give some consideration to this problem or ultimately adopt more costly methods.

By Mr. Chevrier:

Q. I agree with you it is a difficult question, and one well worth sympathetic consideration. You have this case that Mr. McBride speaks of—I have heard it time and time again where the man has a pension and the other fellow is down and out, has not got a cent to his name, and has his family; there is in one case a soldier with a disability and pension, set against that is the case of a soldier without a pension; the man that has a pension surely will not starve to-day nor to-morrow, but the other poor fellow has not got a cent to his name and cannot get a job; then put up against that also the case of a civilian who has no pension, but through ill luck he is out of work too, and his family is starving; now, what will you do in a case of that kind? Will you give the preference to the disability? Yes, I would give it to the disability case if really that man cannot work at any kind of work, but if he has got his pension and the other poor devils are starving what are you going to do?—A. I will say this, that as far as the able-bodied men are concerned as to relief we have agreed that the returned men shall take their chance with the able-bodied workers, but the handicapped man is in another category, and the reason we ask for the procedure we ask to be followed is because of the general situation.

Q. I agree with you in the case of a handicapped returned soldier with a pension, if that man is handicapped then surely nobody can grudge it if the returned handicapped man gets the preference over somebody else, that is all right, but if he has suffered internal wounds, or has suffered the cutting off of a finger or the loss of a toe, or some disability, or has a plate in his arm, and he is not a handicapped man—I am not using the word in its technical sense, the way you use it—but if he can yet do something, he is not a handicapped case, simply a disability case in the sense he is drawing a pension, then what are you going to do as between him and the other two fellows?—A. I said before, you will remember, that we were not on very sound ground in extending the preference to disability men simply because of the pensionability, because pensionability does not always indicate prohibition in the matter of employment, but if the disability is such, whether a plate in his arm or internal ailment, as to restrict him in his employment opportunities, he is handicapped from employment.

Q. Then he becomes a handicap and he should get the preference?—A. Yes.

Q. The law as at present, you take the man has a disablity, and he puts that down on his application form, he gets the preference over anybody else to the exent of his disability, both in ordinary preference and in examinations; now he is a disability case, but he can still do some clerical work, and he gets a pension; the other returned man or the civilian that comes up is down and out, and has not got a cent to his name, has no disability, he comes underneath, does not he?—A. Yes, that is under the present.

Q. Do you not think as between the returned men that something should now be done to set that off or to equalize it?—A. I agree with that. That is a matter that has to be worked out, a problem we have to face.

Q. That is the law. As a rule the preference is given to returned men, if they can do the work?—A. Yes, or we would have made recommendations in that matter. You speak of men doing clerical work. Some man might be

able to do clerical work only, and unless he gets clerical work, he has to go into the bread line.

Q. Here is a man who suffers a disability; he can do clerical work and has a pension, while here is another returned man who has no pension, who can only do clerical work, who was not granted a pension or had commuted his pension, both of them can do clerical work, but only one has a pension, the other has not; according to the law, you must give the preference to the one who has the disability without a pension and not the man who has the pension?—A. I did not mean to suggest that the whole thing could be acted upon by the D.S.C.R. in dealing with these men. It is with the D.S.C.R. to define pensions or disabilities, and the Civil Service Commission has an opportunity to consider these unfair discriminations. The operation of that preference causes a hardship or injustice to very few men indeed. We have to go carefully, we realize that something should be done to correct it, and we think it should be done by the D.S.C.R. laying down provisions for certain disabilities. Make the machinery avaliable for the Civil Service Commission, and these discriminations will disappear over night.

By the Acting Chairman:

Q. In cases where preference were not given to the disabled or returned men, you had more criticism to offer to the department than to the Civil Service Commission; did I understand you rightly there?—A. My statement was that where complaints arose in regard to appointments made by the Civil Service Commission, in tracing them out we found that the complaints were in the departmental officials rather than the Commission; once a man is rated, he automatically goes to the head of the eligibility list for that classification.

Q. I also understood you to say that there are numerous cases in which unfairness has existed?—A. Well, there are a number.

Q. According to the action of the department, the man you thought should have a position did not get it—is that right?—A. There are some such cases.

Q. Do they exist to any extent?—A. Well, of course my information upon that point, as to the number of complaints we have received, is that we have received quite a number, although I have not the actual statistics here.

Q. Are you in a position to say whether they are justified?—A. In a number of them they are justified.

By Mr. Chevrier:

Q. Have you any evidence of that?—A. I will produce that later; I did not bring it with me.

Q. I would like to have it before us.—A. The type of case is perhaps where a report is required by the inspector of the department. Perhaps the inspector of the department reports unfavourably upon a certain applicant.

Q. The point is, does that apply here?—A. Yes,

By Mr. Martell:

Q. The officer of the Department, at the time he is making that report, is an official of the Civil Service Commission for that purpose; how can you exonerate the Civil Service Commission and put the onus upon the Department? We have been told by Mr. Foran or by somebody else that they regard that inspector as their official. We want to be fair in this thing.—A. My point is that these positions under the jurisdiction of the Civil Service Commission require a basis of adjustment. If there is any basis for dissatisfaction, it is traced out and explained. Under P.C. 1053, everything is done in the dark. We can show letter after letter asking why certain things are not considered, and there is no explanation given.

By Mr. Chevrier:

Q. Were there complaints from the city of Ottawa, the city of Toronto, and the city of Hamilton?—A. Yes.

Q. To what number?—A. I was just coming to that.

Q. Have you the number of complaints you have received from, say, Halifax, Montreal, Ottawa, Toronto, Winnipeg and Vancouver, or any one of these cities?

Mr. SHAW: Or Calgary?

By Mr. Chevrier:

Q. You will not have anything from Calgary?—A. We extend a free service to everybody, and we have been doing that for three years. I cannot give definite statistics. Men have dropped into our office, and we have always done the best we could to help them in their difficulties.

Q. We know that to be the case, and your organization is to be lauded for the efforts it has put forth; let us agree upon that. You understand, of course, that all laws or human institutions are liable to make mistakes, and that they are liable to improvement?—A. Yes, sir.

Q. Any law is susceptible of improvements?—A. Yes, certainly.

Q. And any human institution is susceptible of improvement?—A. Yes.

Q. But it is only susceptible to human improvement when you can show that it does not work as well as it should work?—A. I am prepared to agree with that.

Q. If you can show us that in these cases or under this system there is such an amount of injustice as to take it out from under the ordinary rule that it is purely and simply a human institution, let us have it; if there is something else, I am prepared to help you out. Before we go any further, I would like to ask you this question: these positions have been exempted—they have been exempted?—A. Yes.

Q. By the Civil Service Commission?—A. Yes.

Q. The Civil Service Commission has said that in the appointment of these men they could not hold a competitive examination nor could they hold a demonstration of skill, because it was not practicable; the Civil Service Commission has had experience in that line, and that Commission came to the conclusion that these positions must be exempted, because it is not practicable to hold a demonstration of skill, and that therefore they cannot make the appointments themselves. Can you suggest, probably not now but before you go, how these positions may be given fairly and honestly by holding a demonstration of skill, or in any other way?—A. Yes, sir, quite clearly, in the majority of them.

Q. Will you give me the number of complaints approximately from these various centres, if you have that information?—A. I cannot do that, for the reasons I have stated. We are not equipped with a statistical branch, but they are of sufficient volume for me to make the general statement I am making. I am offering my opinion, based upon my experience and observations.

Q. Have we agreed upon this, that it is only a matter of opinion?—A. The consensus of opinion of the group of men whose joint opinion I am voicing.

Q. But no matter how good a law is, it is susceptible of improvement, and under any law some errors may creep in; you had errors under the Civil Service Commission, and you have errors under the present system; which of the two contained the least number of errors—can you show me that?

APPENDIX No. 5

By Mr. Garland:

Q. Before going on with that, in answer to a question I put to you regarding departmental appointments, you read a letter from Winnipeg, but you read it so fast that I could not get it exactly; would you mind reading that letter again?—A. Certainly.

> "I wish to advise you that his application was referred to the Liberal Association of Selkirk. I am now advised by the Secretary of this Association that another party has been recommended for this position."

That is signed by the district engineer.

Q. That was for some position at Selkirk?—A. Yes, sir. He was appealing on behalf of a returned man.

Q. Have you anything else to show where a Liberal or a Conserative Association was saying who should get an appointment?—A. We are not under any delusion about P.C. 1053; the members have to deal with the patronage committee in almost every instance to get a job.

By the Acting Chairman:

Q. What position was that?—A. Th position was that of a lockman. I brought it in as typical of the explanations given. A man is not aware just how his appointment is made, and how applications are made, or how they are rated for the appointment. That is the type of explanation he gets, and it causes a great deal of dissatisfaction.

By Mr. Rinfret:

Q. Has the Civil Service Commission conferred with your association as to the application of the law regarding returned men?—A. Just what do you mean?

Q. They do not consult you?—A. I am not clear on what you mean by consultation.

Q. Have you been consulted in some way by the Civil Service Commission as to how the law regarding returned men should be applied or put into practice? A. Frequently, since the introduction of section 39.

Q. Did you say frequently?—A. When a returned man seeks an appointment in the civil service, he sends him a copy of his application.

Q. My question is very plain and simple has your association been consulted by the Civil Service Commission?—A. If you want a concise answer, you will have to define what you mean by consultation.

Q. You have or you have not been; have you been?—A. We have from time to time appeared before the Commission and made representations in regard to the application of this section, as we did with any other department.

Q. You have made representations to the Civil Service Commission?—A. Yes, sir.

Q. Have they followed them?—A. No, sir, not in every instance.

Q. But they have in certain instances?—A. Yes.

Q. Can you tell the Committee in what way your recommendations have not been followed, and what they were?—A. Our representations deal only with matters of regulation, and perhaps do not refer to the Act. A problem presents itself, we go to the Civil Service Commission, and they say it can or cannot be done.

Q. You say there are a number of complaints; my question is, have you yourself complained to the Commission about them, and how have you been received?—A. One such matter related to a seasonal employment, the employment of men on the geographical and topographical service. It was a matter of conference with the Commission and with the officials of the department.

Our representations were not followed entirely; it was thought to be a question of the greatest good to the greatest number.

By Mr. Chevrier:

Q. After a consultation with the departments and the officials?—A. It would be a three-cornered conference.

By the Acting Chairman:

Q. With the department or with the Commission?—A. It included all three. We were pressing for the maximum for the ex-service men. We had a large number of men who had been injured seriously in overseas service. The consultations have taken that form.

By Mr. Chevrier:

Q. You want the preference in section 39 of the Act extended?—A. Yes.

Q. Are you aware that the order in council says that these appointments shall be exempted and dealt with in accordance with the following procedure?—A. Yes.

Q. This is the clause: "(1) S.S. (*b*) That preference extended by section 39 of the Civil Service Act as amended shall be observed."—A. Yes.

By Mr. Shaw:

Q. Has it been observed?—A. No, sir, it has not been observed; that is my evidence, as informed by the Honourable Minister of Soldiers Civil Re-establishment; the departments have been so lax in giving it its proper application that he found it necessary to issue a letter saying that the Government expected them to observe it in letter as well as in spirit.

By Mr. Chevrier:

Q. You say it has not been observed; to what extent, 75 or 95 per cent in breach?—A. In 1922, of the appointments made by the Commission, permanent male appointments, there were 1,577, and temporary appointments, 3,362. Out of that number there were appointed permanently 1,163 returned men, and 1,176 temporarily, a total of 2,739, which brings the percentage of male appointments to 55·4 per cent of ex-service men under 1,053 reported to the Civil Service Commission, only 15·7 were given to ex-service men. There are the facts.

By Mr. Garland:

Q. Were those to small positions?—A. Some were exceedingly desirable for ex-service men.

By Mr. Shaw:

Q. 54·4 per cent?—A. 54·4 per cent through the Civil Service Commission and 15·7 under P.C. 1053.

By the Acting Chairman:

Q. In every case where an appointment was made to these classes were there any applications for ex-service men?—A. They did not have the same opportunity to make applications, because the positions were never openly advertised.

Q. Would you want every little position, temporary or otherwise, advertised?—A. I have a suggestion to make in that regard, sir.

By Mr. Chevrier:

Q. Will you give me five minutes, Mr. MacNeil; you say there were how many appointments? Give us the figures again.—A. For 1922?

Q. Yes, for 1922.—A. Permanent, males, 1,577; temporary, males, 3,362.

Q. A total of 4,939?—A. Yes.

Q. What else have you; how many returned men in that number?—A. Out of the permanents 1,163, a percentage of 73·7 of permanent appointments.

Q. Out of the temporaries there were how many?—A. 1,576, which was a percentage of 46·8.

Q. You make an average of 55?—A. I make an average of 55·4.

Q. Under P.C. 1053, what was it?—A. The total number of appointments reported 1,724, and ex-service men 272.

Q. Being a percentage of 15 per cent?—A. A percentage of 15 per cent.

Q. Let us take that up again, because you can make statistics work both ways. There were 1,577 permanent appointments under the jurisdiction of the Civil Service Commission?—A. Yes, sir.

Q. Out of those there were 1,163 permanent appointments granted to soldiers?—A. Yes, sir.

Q. That is for 1922, taken all over Canada; is that right?—A. Yes, sir,

Mr. MARTELL: How can you prove anything from that, unless you get at every individual case?

Mr. CHEVRIER: Well, if I do not, I simply do not.

Mr. MARTELL: But how can you get anywhere on it?

Mr. PARENT: Let us find out; let Mr. Chevrier proceed with his examination.

Mr. CHEVRIER: If the Committee's wish is that I should close up, I will do so— whatever the Committee rules.

Mr. BROWN: I would like to see what you can establish from Mr. MacNeil's figures.

By Mr. Chevrier:

Q. The Civil Service Commission in 1922 was looking after the permanent appointments?—A. Yes.

Q. And the exemptions took place on the 29th of June, 1922?—A. Yes.

Q. A large number of exemptions had been granted by that time—is that right—and a certain number of exemptions had already existed?—A. Yes, sir.

Q. In 1922 they made 1,527 appointments into the service; the Civil Service Commission looks after the clerical positions and technical positions, and a certain portion of the labouring classes that have not yet been exempted?—A. Yes.

Q. That is its jurisdiction?—A. Yes sir.

Q. It is a vast jurisdiction, you will have to admit; it looks after all the civil servants in Canada?—A. Quite so.

Q. Are you aware that in 1922 the blanketing in order was still in existence, and that hundreds of employees were blanketed in in 1922?—A. It was in operation in a very limited degree.

Q. At all events, to a certain extent it was in operation?—A. I haven't any statistics.

Q. Are you able to say that there were not 400 or 500 blanketed in?—A. I have not got the statistics.

Q. The Civil Service Commission also in 1922 looked after the employment of a large number of temporaries which were still within its jurisdiction, because they put on 3,362?—A. Yes, sir.

Q. The Civil Service Commission has jurisdiction over about 60,000 employees in Canada?—A. Yes, sir.

Q. In the same length of time in 1922, or since the 29th of June, 1922, until the present time, there have been employed under the provisions of the exempted classes 1,724 men?—A. As reported, there were many more employed.

By the Acting Chairman:

Q. Let us have the report?—A. The percentage would be much lower.

Q. Can you say to what extent they have not been reported, or do you challenge these figures?—A. No. I have the final returns actually made.

By Mr. Chevrier:

Q. Do not let us quibble over it. I am taking your figures as you have given them to me. You gave me how many?—A. 1,724.

Q. And I do not question it, but if you do not think it is right we will use it. —A. These are the correct figures based on the returns of the Civil Service Commission.

Q. Do these returns made to the Civil Service Commission show the number of appointments made?—A. Under the order in council, the department is required to report to the Civil Service Commission.

Q. These appointments are all minor appointments, are they not?—A. Yes, sir, in some lower grades of the service.

Q. The evidence I asked of you a moment ago as to the number of positions which the returned men can fill under these exempted classes, shows that the number is very much smaller than the positions a returned man can occupy in the clerical service; isn't that right?—A. There is very little difference. We have all grades of men in all occupations in the demobilized C.E.F.

Q. Would you say that you have 55,000 handicapped men; do you know what proportion of those are men who are not able to look after labouring jobs? —A. The majority are men who must seek employment in the general labour market; they are not fitted for clerical or technical work.

Q. By reason of natural disability, or wounds?—A. Both.

Q. You cannot give me the proportion of each?—A. I simply say the majority, from our employment experience.

Q. Are the majority of those men hadicapped because of wounds?—A. That is how I classify them; I classify them as hadicapped men, because of their disabilities.

Q. The vast majority are incapacitated by reason of wounds, and therefore cannot fit in, and there is a certain proportion cannot fit into the clerical staff because of lack of education, but the majority of them you say are handicapped by reason of wounds; how many of the exempted positions here are susceptible of being filled by men of education; have you any idea as to that?—A. Very few of them would be men of education.

Q. The vast majority would be men who have no education, or are tradesmen?—A. The vast majority of our men are in that class.

Q. You have told me that a large majority of your people are incapacitated or put into the incapacitated class by reason of wounds; how many of your wounded men could fill those positions?—A. Quite a large number, if they were placed properly.

Q. Can you tell me the proportion; you have given me a proportion of 15 per cent of appointments of returned men; that to my mind is staggering, at first sight. Figures—I will not say in this case that they lie, but you can make statistics talk both ways, unless you take a fair stand. Is this not the reason that there were so few appointments under these exempted clauses; it was not due to the fact that these clauses applied to labouring positions, hard jobs most of them, but that the vast majority of the returned men unfortunately are incapacitated by wounds, and that that prohibits them from doing all this work?—A. Yes, sir, but that is not the whole reason.

Q. Can you tell me how many men applied for those 1,724 positions and were turned down for any kind of reason, whether it was due to wounds or for

any other reason; in other words, those 272 that were appointed there were appointed because they were qualified; it may be, Mr. MacNeil, that there were others applied who were qualified and did not get the job, but there is no evidence as to that?—A. Well, there are some individual cases. I have the case of a man named W. R. Shearer, who applied here for a position; he applied here in Ottawa for a position; in 1922 under 1053 they were taken out of the jurisdiction of the Civil Service Commission. Mr. Stewart, who was not a returned man received the position, but Mr. Shearer heard nothing further regarding his application. There was another case of a man named Gallinger, a handicapped man.

Q. I happen to know something of his case.—A. He was a handicapped man.

Q. It was urged upon Mr. Gallinger, who is a bricklayer, but he turned it down?—A. He has been seeking employment a long time now.

Q. I know, but Mr. Gallinger turned the position down when it was offered to him. What about the other name you mention, Mr. Shearer?—A. These are typical of the complaints we receive.

Mr. MARTELL: You are not talking about Gallagher and Shehan are you?

By Mr. Chevrier:

Q. There are always two sides. I am only concerned here in bringing the two sides. I do not care which is the brighter or the less bright of the two. Mr. Shearer applied for the position?—A. I am not saying whether he should get the position or not, but I am saying he should have a chance to enter into competition for it, if you are going to carry out the spirit of the order in council, the only way is to have such a competition. He does not know to-day how that appointment was made.

Q. The Civil Service Commission released these positions, because it said a competitive examination was not possible, and it released them because it said it was not practicable to hold a demonstration of skill?—A. That was after the discussion of the Spinney Bill. I will tell you why they were released, because they were much better——.

Q. Just a moment. The Commission said it was impossible to hold a demonstration of skill or a competitive examination for this appointment?—A. That was the phraseology of the order in council.

Q. Now you say that Mr. Shearer was turned down without an opportunity being given to make a demonstration of skill. The department, as I understand it, do not hold demonstrations of skill?—A. They had trade tests for a while. They have industrial reports. You can rate a man according to experience and education or trade skill. Mr. Shearer was a Union man. He could not belong to the Union unless he were a qualified stone mason.

Q. Do you know whether his case was investigated by the departmental official or not?—A. It is difficult to get that sort of information.

Q. Please understand my position. You are making a statement?—A. I made a statement about Mr. Shearer which is correct, that he has heard nothing about the position at all.

Q. It may be that the department made an investigation, or that it did not. If it did make an investigation and turned him down, then they have a reason for turning him down. If they did not make an investigation they should have. I say I have got nothing to do with whether they did make an investigation or not. All I want to know is why he was turned down. My experience is that in the Public Works department, in considering Mr. Shearer's application, no opportunity was provided for the operation of the clause of the order in council, which does state that preference should be given to ex-service men.

Q. You told me you did not know what had happened?—A. I wanted to get an answer.

Q. From whom?—A. The department. I will produce my correspondence in evidence. I can get that at the office. I can produce a witness in the room who personally came in contact with this department.

Q. These charges are serious, and I for one am not going to treat them lightly?—A. I am not making charges. I am saying in general practice and application this preference was not given.

Q. Your charge is all the more serious when you say it is general. You say in general practice that is what happens. Your complaint is all the more serious, in that you make it general?—A. I make it general. I produce my statistics. If the Committee desires to go extensively into evidence of this character, I can bring you not only one case, but perhaps a hundred cases of this character, of a character of general complaint in the city of Ottawa.

Q. I am asking how many complaints you have from Montreal, Ottawa, and Toronto?—A. I said as a matter of fact the complaint is general. I said it was impossible for me to furnish actual statistics, and I furnished the reason why it was impossible for me.

Q. I will grant you are working under difficult conditions. Your organization has very little money, and on that score it is apparent you are working under difficult conditions, but that does not mean you can make a charge. If you can substantiate it, all right. If you cannot, then——?—A. My original position was, in order to maintain preference, as outlined in Section 39——.

Q. You are perfectly right. There should be a preference for returned men?—A. We say we are now under the operation of this order in council. From observation we say we are not getting the preference and we think other methods should be employed to give us the preference.

By Mr. Brown:

Q. You submitted certain percentages and you base your case on the difference between these percentages. Would your argument be that because the appointments made by the departments show a lesser percentage than those made by the Commission, just in the same proportion the Department is delinquent in not carrying out the spirit and the letter of the law as regards returned men?—A. It is not possible to estimate to what extent they have been delinquent.

Q. I can see there are other factors to be taken into the question.—A. Quite so.

Q. There is no use coming to a conclusion, then, simply on these differences of percentages. These differences of percentages may prove a case, and again they may not.—A. It is an indication. There is such a wide discrepancy.

Q. I want to know to what extent it is an indication. To what extent do you base your argument on these differences of percentages?

By Mr. Shaw:

Q. I take it you do not base your argument on the percentages alone, but you can produce a hundred men in Ottawa?—A. Yes.

Mr. BROWN: Let us have those cases

By Mr. Garland:

Q. Take, for instance, Mr. Shearer, who is a stone mason and a union man. Some other man got the appointment?—A. Mr. Stewart.

Q. Was he a stone mason and a union man?—A. Yes. I am not saying by any means that Mr. Shearer should have the appointment, but he certainly was entitled to the right to enter into competition, to have some assurance that his application had been considered.

Q. You have not a copy of his application?—A. That can all be produced from the Civil Service Commission. His rating was made by them, I understand.

By Mr. Shaw:

Q. Just one question before you go into the details of this, Mr. MacNeil. As I understand you, there were some exempting orders prior to P.C. 1053?—A. Yes.

Q. And I have been informed before in the course of the investigation, P.C. 1053 incorporated all the orders up to that date. Is that correct, or would you be aware of that fact?—A. I am not sure if it incorporated all of them.

Q. Are you familiar with the terminology, the phraseology of the other orders, of the other exempting orders?—A. No, sir.

Q. The reason I ask is this: I understand that in the other exempting orders, prior to June 29, 1922, there was a provision suggesting that appointments were to be made regardless of, I think it was, political or other considerations. Are you aware as to whether or not there was such provision in previous exempting orders?—A. I am not aware of that, sir.

Q. Is there any in this particular order?—A. There is a procedure laid down, first that the selection of the employees for the different classes should be left in the hands of the department, subject to the following conditions: "That the person selected shall satisfy the department as to his qualifications, and that he shall be suitable as to age, character and habits".

Q. There is no such provision specified in the order in council?—A. Not specified in the order in council.

By Mr. Chevrier:

Q. There is nothing in the order in council so far as—

Mr. SHAW: In the previous order in council.

Mr. CHEVRIER: No. I think something had been stated in the draft report to the effect that these should be without political influence, and then the order in council—

Mr. SHAW: That was the original draft, but that was not the one that was finally approved of.

Mr. CHEVRIER: The one that was approved of said it had to be left in the hands of the department.

The ACTING CHAIRMAN: All that, subject to soldiers' preference.

Mr. CHEVRIER: That it be left in the hands of the department, that the appointment being necessary, the preference be extended and that the person selected shall satisfy the department as to his qualifications, and shall be suitable as to age, character and habits. The department takes the responsibility that the appointment is necessary. Therefore there is no stuffing going on; that the preference must be exercised to returned men, that the person selected shall satisfy the department as to his qualifications and that he is suitable as to age, character and habits. The department takes the responsibe made subject to this and the presumption would be that it is done according to that?

The WITNESS: Yes.

By Mr. Shaw:

Q. With regard to returned soldier preference, that has not been applied?—A. No, because there is no semblance of competition. No rating has been made, but men have been picked up and put on the job.

Q. Can you tell me with regard to these exempted classes of appointment in the city of Ottawa, exactly how the department fill their requirements?—A. On recommendation of the patronage committee.

Q. In Ottawa?—A. Usually. Our men are so informed.

By Mr. Chevrier:

Q. There is another statement you made. Let us go back to the other one first. I will leave you alone if you make specific statements.—A. The only way I can prove it to you is to bring you up the parade that turns up at our office with regard to these matters.

Q. What evidence would that be? Would you challenge this, say, for instance, the appointment of Mr. Shearer? The appointment must have been necessary, because somebody else was put in.—A. We go down as well to the department officials and say, "Why is this man not considered?"

Q. His appointment was necessary, because Mr. Stewart was put in?—A. Yes.

Q. You say the preference in that case was not extended as provided by section 39. Will you say the man the department selected did not fulfil the position as regards his qualifications?—A. He is a good stone mason.

Q. And everything in this procedure is right so far as you know, except that the preference was not given to the returned man?—A. No opportunity was given to compete, as required by the order in council.

Q. You tell me that you are personally aware of your own knowledge that an opportunity was sought and was not granted, then I am with you?—A. The proof of it is that Mr. Shearer is qualified. He is qualified by reason of—.

Q. Answer my question, and if you do not want to answer it in your own way, qualify it. Will you read the question, Mr. Reporter?

Question and answer read to the witness.

Q. Can you tell me,—you say no opportunity was offered to Mr. Shearer to compete for that position. If you will tell me that you are personally aware that Mr. Shearer or somebody else on his behalf, interviewed the Public Works department, and asked for an opportunity to compete, and was refused, I have got to believe you, but if you say you are not personally aware, if you want me to believe you, you get somebody who would say he was?—A. The proof of that is that Mr. Shearer's qualifications are determined.

Q. The preference was statutory. It was not a question of qualifications. The preference for Mr. Shearer was that he was able to fill the job in the first place, and secondly that he was a returned man, but that was his highest requirements. He had been so rated by the Civil Service Commission as being qualified in every respect. Do you know whether he asked for an opportunity to compete or not?—A. Certainly he did. The man was in constant attendance at the department.

Q. I might be standing at the door of the Prime Minister for weeks, and not have an opportunity to go in. Did he ask for an opportunity to go in?—A. Yes. He asked in two ways: by application to the Civil Service Commission, which was passed by the Department of Public Works, and also by personal application to the man who deals with that application locally.

Q. By that time they had released his appointment. The official of the Civil Service Commission may have thrown the documents in the waste paper basket, or may have sent them on to the Public Works department. Then you say he made an application. What application did he make to compete?—A. He applied in the usual way as men apply locally, to the superintendent of Public Works.

Q. In what way have you personal knowledge of that?—A. If you wish evidence of that character, I will have to bring witnesses here. If this evidence cannot be accepted I will produce—

Q. Of your own personal knowledge you do not know whether he asked for an opportunity to compete?—You can say yes or no.

Mr. McBRIDE: We should get this witness here.

Mr. CHEVRIER: If he says he has personal knowledge that this man applied, I am through with it.

The WITNESS: I came here as a representative of the organization, and I have been usually allowed to make a statement and present evidence in this way. If you are going to hold me down to the rules of evidence, I will certainly present my evidence in a different form. I have a witness in the room who has more intimate knowledge of this matter, who can be called as a witness.

The ACTING CHAIRMAN: That is for the Committee to decide.

Mr. CHEVRIER: If he is here, that would be the best evidence; let us hear him.

Mr. GEORGE M. DIX, called, sworn and examined.

By the Acting Chairman:

Q. What is your position?—A. Clerk in the G.W.V.A.

By Mr. Chevrier:

Q. Mr. Dix, do you know anything of what we have been speaking of, Mr. Shearer?—A. Yes.

Q. Do you know whether Mr. Shearer made any application for an opportunity to compete for this position?—A. Yes, sir.

Q. What did he do?—A. He put in a formal application to the Civil Service Commission.

Q. Did he make an application to the Public Works department, or an officer in charge, for an opportunity to compete?—A. He was told by the Civil Service Commission that all applications for that position had been turned over to the Public Works department. He then believed, as he had a right to, that his application was before the Public Works department.

Q. That is for the Committee to assume whether he had that right or not. The next thing he did was what?—A. He interviewed the Department of Public Works on several occasions.

Q. Do you know that? Were you with him?—A. I was with him on one occasion.

Q. Whom did he interview?—A. A Mr. Shearer. I went over to the Hunter building with him. I did not go up to the room.

Q. You say you do not know what took place there?—A. No. All I do know is this: I was informed that all the applications were sent back to the Civil Service Commission. The appointment of Mr. Stewart was made on June 1st. The appointment came on June 29th. The applications, I understand were sent back to the Civil Service Commission. I still contend Mr. Shearer made application for the position, and a letter was written by our office to the Commissioner of Public Works. He was out of town, at the time, in the West, and I had an acknowledgment saying that this case would be turned over to the department concerned, and that is the last letter we have on Shearer's file. Nothing more came.

The ACTING CHAIRMAN: Any other questions to be put to the witness?

By Mr. Shaw:

Q. You are in the G.W.V.A. office here?—A. Yes.

Q. It has been stated by Mr. MacNeil that these exempted positions are disposed of by patronage. Do you know anything of that yourself? Do you have any occasion to know what the procedure is, or what takes place?—A. I have sought on several occasions to find out for the benefit of the returned men who make applications how these positions were filled.

By the Acting Chairman:

Q. By the department?—A. By the department. I have asked on several occasions men at the head of departments and branches just how they filled these positions, in order that I might be able to instruct the returned men how to make applications, but I find this, that these positions are filled before the returned men get to our office.

By Mr. Shaw:

Q. Before the returned man what?—A. Before they get to our office. He would find out the position is liable to be filled, after the position is filled, and I say this, I do not think these positions are advertised in any way.

Q. How does the departmental head fill the position? Where does he go to? —A. That is the mystery that I have endeavoured to solve for the last six months.

The Acting Chairman: You had better call the head of the department.

By Mr. Garland:

Q. You do not try through any organization?—A. I have endeavoured on occasions, in order that I might instruct returned men, to find out what should be done, and I say I have not got any way yet.

By Mr. Chevrier:

Q. Have you any complaint to make as to the number of men who were appointed to temporary positions in Ottawa?—A. The number of men who have come to our office would make one feel that a certain percentage of these men should have been given positions that were otherwise filled.

Q. Do you keep a complete census every day, call the roll of those who were there the day before and are missing when the gang calls the next morning?—A. I do not.

Q. You only hear of those who are not placed?—A. I will admit this, that there are a lot of returned men who have been placed in positions in Ottawa under P.C. 1053. I have knowledge of that, and I have knowledge of disability men being placed, for which I have been duly thankful, because they were men who needed positions, and the only objection I would have from my desk, is, if I knew how those positions were advertised and how the eligible list is prepared, I would know what advice to give to the men daily asking for this advice.

By Mr. Parent:

Q. When a man applies to you for a position, supposing he is a carpenter, do you send a letter to the department informing him that such-and-such a man has asked for a position?—A. We did for a while.

Q. Before these men were exempted?—A. I usually call up someone by phone in the department where the man is seeking employment, and I find that the position has usually been filled.

Q. If it had been filled on that particular occasion, other occasions might arise where similar positions might be created?—A. I would take that up with

the department myself, keep a list of men who have applied for a certain type of position. Now, I have no knowledge that returned men are given any preference or put on the top of the list. All I do know is that a man is appointed to a certain position. I do not know whether he is taken from the top of the list or where he is taken from. That is all I know.

By Mr. Garland:

Q. What do you mean exactly by patronage list?—A. I cannot say where they got that list, from what source. I have had a report that men were instructed by certain friends to see certain gentlemen in town.

Q. That is not to your knowledge?—A. That was not my business. My business is to see and get returned men placed in favourable positions if possible. But you must admit if I could send them up to some one who would be able to do something for them, I sent them there.

By Mr. Simpson:

Q. Let us take it this way. In case there is a vacancy in a certain department, does the official in that department call you up to see if you have a man who would be available to fill the vacancy—A. On one occasion I was very anxious over a man whose name came up before your Committee through the Amputations Association, a Mr. Carriere, who has been temporarily employed, and who had been let out and a transfer made. He was replaced by Mr. Gariepy, and I took it it was in order that the transfer could be made. Mr. Carriere came to me and asked about the appointment, and I found out it was quite a regular thing that a man in a permanent position could be transferred. He happened to be transferred to the position Mr. Gariepy was temporarily occupying. I had no quarrel with that procedure at all. I did find that Mr. Carriere lost an arm. I did ask in the Public Works if it were possible to have Mr. Carriere put on some kind of work, elevator work, for which he was qualified, and that official of the Department of Public Works—it was rather close to that type of position, to have that man given a position. I consider he should be at the top of the eligible list, by reason of his disability and the fact that he had satisfactorily performed his duties.

By Mr. Chevrier:

Q. Do you know that the elevator staff is still under the operation of the Civil Service jurisdiction?—A. Yes.

Q. Mr. Carriere, in order to get on to the elevator staff, should get his name on the eligible list of the elevator men of the Civil Service Commission?—A. Yes.

Q. If he did not do that?—A. He had no right to expect a position.

Q. If he had not done it yet, he need not expect a position?—A. A permanent position.

By Mr. Simpson:

Q. In case there is a vacancy, or men required who are on the exempted list, labourers in any department, do they call up your office as the Secretary of the G.W.V.A. and inquire if you have eligible men available, competent to fill that position? Do they make a practice of doing that?—A. I cannot recall that has ever been done. We have outside firms call up our office on several occasions, but I cannot say I have been in communication with them on the subject.

Q. If they did not inquire in that way, do you know by what method they would apply this preference for returned soldiers?—A. I do not know, sir.

Mr. MacNeil: Has any departmental official ever informed you that they were governed in the matter of appointments by any other consideration except those specified in the order in council?

WITNESS: In one case I was told by an official that he got his list from his chief. That he did what his chief told him. But I never could get to the chief to find out how he got his list. At least, I was never informed how it was done.

The ACTING CHAIRMAN: Is that all?

Witness retired.

Mr. C. G. MACNEIL recalled.

By Mr. Brown:

Q. You mentioned that there was a patronage committee, and in connection with the case you referred to in Winnipeg the letter you read would seem to substantiate your claim that there was a patronage committee?—A. Yes, sir.

Q. Have you any other evidence of the same nature to present to this Committee?—A. My knowledge of this has been gained in Ottawa.

Q. As far as it went. It was strong testimony to the effect that such a committee existed in that particular case, and I would like to know if you have any other evidence of that kind with regard to Ottawa or any other place.

Mr. SHAW: I suppose you mean similar letters?

Mr. BROWN: Yes, similar letters. I come to a conclusion by the multitude of details that can be brought to substantiate the position that is taken up. I do not like to come hastily to conclusions on general questions until I find it sufficiently supported by evidence.—A. I have no other letters. It is very seldom that such business is dealt with in correspondence, but the reports from our secretaries indicate that they are required to negotiate with a patronage agent or patronage committee.

Q. Another matter on which I would like to be able to come to a conclusion after hearing the evidence is your general statement—whether it is a charge or not—it is a charge that in making those appointments from the exempted list the departments are not governed by the letter of the law as is the Civil Service Commission. I think that is the general statement you made?—A. A circular was issued by the Honourable Minister of Civil Re-establishment because he was concerned about the situation. He found it necessary to caution the deputy heads.

Q. That, of course, is some evidence that that condition may exist, but what I want to get in order to form my own conclusion as to the general situation is a certain number of detailed cases of men who have actually made application for positions that they were competent to fill, who had the soldier's preference, but who for some unknown reason had been passed by. . I would submit that in order to enable me to come to a conclusion on the general situation it is necessary that you should submit a number of such cases?—A. I will take some different departments. Here is the case of Henry Armstrong, a returned soldier, who was appointed by the Civil Service Commission to the postmastership at Beaton, B.C., in May, 1922. He had invested his gratuity and savings in a small general store and a little acreage and depended upon his appointment as postmaster to assist him in his re-establishment. This post office was removed from the jurisdiction of the Civil Service Commission by P.C. 1053. In September, 1922, he received notification from the Post Office Department to hand over the post office to one Ernest Roberts, who had no service in the forces, and a man whose character was not as good as the ex-service man.

APPENDIX No. 5

Q. Do you know the facts of the case, because there are many facts in connection with these cases, which on investigation might be found to be unwarranted?—A. So far as we have been able to investigate, these facts are correct.

Q. There are many positions, such as that of a country postmaster, in regard to which it is not so much a question of who shall get the job as of who will take it. A great many of these positions would come within the list that you furnish of appointments, made by the Commission, and for that reason I threw some doubt upon the percentages as furnishing conclusive evidence?—A. This is the case of a man qualified in every way, who had satisfactorily filled the position for some time.

Q. But there are many cases of country postmasterships where it is a question of whether the returned man will take the position?—A. In this case he wanted it. All his worldly interests were at stake.

By the Acting Chairman:

Q. Did the department give any reasons for the transfer in that case at Beaton?—A. The representations made to me, sir, by the Local Branch of the G.W.V.A. is that the Liberal Association requested the change to be made as a matter of political consideration.

Q. Did the department give you any reason, or do you know of any reasons for the transfer?—A. Not directly, sir.

By Mr. Brown:

Q. I know of my own knowledge of a case where a returned soldier was an applicant for a postmastership and the overwhelming feeling in the community, even among the returned soldiers themselves endorsed the appointment of one who was not a returned soldier. That, of course, would be a position that would appear in your list, but all the circumstances justified the Commission in making the appointment they made, and yet a returned soldier was turned down?—A. We ask for fair competition, and that these matters be given consideration. There are many such cases.

By Mr. Parent:

Q. In the constituency of Quebec West, which is practically all French, there are at least one thousand returned soldiers. Have you heard any complaint of the treatment they have received?—A. No, sir, I have not heard any such complaints.

By Mr. Rinfret:

Q. What about the returned men in Montreal?—A. I think it is hardly fair to ask me to classify our complaints according to constituencies. I am dealing with the general practice.

Q. I may put it this way: Do you consider the situation there worse than in other parts of the country?—A. I would not say that, sir; I have no evidence of that. Another case is that of C. A. Bennett, a returned soldier who had been employed as assistant foreman at the Government grain elevator at Port Colborne, Ontario, for the past two and a half years. He was called upon to temporarily fill the vacancy of accountant and chief clerk which had occurred on the death of the former incumbent.

By Mr. Chevrier:

Q. What was the position?—A. Assistant foreman at the Government grain elevator at Port Colborne. It is under P.C. 1053. He had proven himself to be well qualified for the position and received the recommendation of the manager of the elevator. Notwithstanding this, however, a man named Taylor,

who was not an ex-soldier, was appointed temporarily, although it is doubtful whether his qualifications equalled those of Bennett. Had this position been under the jurisdiction of the Civil Service Commission, it would have been filled either by promotion or by open competition.

Q. You assume that?—A. In the majority of instances.

Q. You assume that if that position had been under the Civil Service Commission that procedure would have been carried out, but will you say that if it had been under the operation of the Commission there might not have been valid reasons in the minds of the Commission for not granting it to a returned man?—A. I am only quoting cases where the applicant demonstrated his qualifications.

Q. Yes, but you said—and I was three-quarters of the way with you until you said that if this position had been under the jurisdiction of the Commission, the returned man would have had it. The presumption is that he would have had it—A. It is more than presumption; it is a certainty, because under the law they could not have done otherwise, once the man's qualifications had been demonstrated.

Q. And the requirements as to locality and residence had been demonstrated, and providing that there was a man suitable for the position?—A. In this case it was demonstrated, and the manager of the elevator wanted him.

By the Acting Chairman:

Q. The witness has admitted that the Commission generally granted a preference to returned soldiers but not always?—A. It was a matter of rating as to qualifications. Once the rating was established and the list was established, automatically under the law the returned man would be placed at the head of the list. It was a matter of public record, and there was no escape from appointment.

By Mr. Shaw:

Q. In such a case the Civil Service Commission would have no discretion at all?—A. No discretion whatever; that is why I say it is more than presumption.

By Mr. Drummond:

Q. Have you any particulars about the case of a returned soldier named Coultes who applied for the postmastership at Brussels, Ontario?—A. Yes, sir, I was going to bring that up. There is the case of Walter Jackson, a returned soldier of Entwistle, Alberta. He had been a sub-land agent in his district since 1918. As far as is known no complaints had been made against him. About November 1, 1922, he received notification from the Inspector at Red Deer that he was to transfer the land office to a Mr. Munroe, who was not a returned soldier, and that the change was to take place on November 3, 1922. Mr. Jackson protested against his dismissal to the Minister, but received a reply to the effect that the change was being made after the department had made a careful inquiry with regard to local requirements. No further explanation was given. The position had been awarded before the incumbent had been notified of his dismissal. No attempt had been made apparently to advertise the vacancy or give ex-service preference. Another case is that of James Morgan who was appointed to the postmastership at Woodbridge, Ontario, by the Civil Service Commission in June, 1922. No action has been taken by the department, however, to make the necessary transfer. Morgan is a 30 per cent disability, as the result of war injuries.

The ACTING CHAIRMAN: That case was brought up by the Minister in the House of Commons a few days ago when he stated that the appointment had

been made. It was one of those appointments which had been held up owing to disagreement between the department and the Commission, and in which the Commission insisted on the appointment, and they carried their point. Woodbridge was one of the cases mentioned.

WITNESS: I did not know that it had been definitely settled. Then there is the case of Major W. T. Morrison who was appointed to the Post Office at Alexandria, Ontario, on January 6, 1922. He has not been allowed to take over the position. Major Morrison is a highly qualified man. He is troubled with a service disability which makes it necessary for him to engage in a sedentary occupation.

By the Acting Chairman:

Q. You do not know the reason why the department has not appointed him?—A. No definite reason has been given.

Q. Did you ask for any?—A. Time and again we have made representations, though not on this particular case. Another case is that of E. R. Guenther who was notified by the secretary of the Civil Service Commission on September 13, 1922, that a certificate had been issued appointing him to the postmastership at Dashwood, Ontario. He has not yet been allowed to take over the Post Office, it being conducted temporarily by a Mr. Jacob Rilberman who was a defeated candidate for the Ontario legislature. Then there is the case to which reference has already been made of C. R. Coultes, a returned soldier who was notified on July 27, 1922, by the secretary of the Civil Service Commission that he had been selected to fill the vacancy for the postmastership at Brussels, Ontario. A certificate was issued, but to date Coultes has not been allowed to take over the office. He has written to the Postmaster General, but has not received acknowledgments to his letters. Coultes is a disability case, left arm amputation, and therefore gets special preferential treatment under the Civil Service Commission. We can produce further evidence as to types of cases. Now, may I return to the point which we were discussing before the examination of Mr. Dix commenced. We asked that every handicapped man should be given preference. We recognize the fact that the D.S.C.R. have done a great deal of good work for ex-service men, but with regard to the questions asked by Mr. Chevrier at the outset, while we acknowledge the activities of the D.S.C.R., nevertheless it is admitted by the D.S.C.R., and by all those concerned in this problem that the present activities do not adequately cope with the situation, which is that the handicapped men represent a large percentage of the ex-service men, almost one in six. You are only reaching the handicapped men today through pensions, medical treatment, and vocational training, and there is still the necessity for providing those men with employment. Unless you provide them with employment through the Civil Service and the employing interests throughout Canada, my argument is that you will later have to provide more costly machinery, and it is only reasonable that arrangements should be made for their absorption in the civil service. We feel that the maintenance of this preference would not inflict any hardship on civilian applicants, nor will it in any way impair the efficiency of the service.

By Mr. Chevrier:

Q. What have you to say about maintaining in the service returned men who are now there and doing good work. Do you say that they should be absorbed permanently into the service? Have you anything on that?—A. It is a matter of very keen grievance; they are asking through us that the men temporarily employed should be given a reasonable opportunity to secure permanency, and that they should be transferred from one department to another so that after training men in clerical work in one department they will not be cast

aside when the staff is reduced, that they should have permanency and should get the privileges extended in that regard to men on the permanent staffs.

Q. How do you regard it throughout Canada; is it going to be sufficiently fair to take care of these cases you speak of, or should there be some more complete means of reaching those cases?—A. You mean, from the standpoint of employment?

Q. Yes.—A. We think there should be developed in the service in that regard a co-operation of the employment service, so that labour is not controlled by these special services, and that employment may be found for labour without any special efforts or appeals being made to employers on the ground of patriotic sentiment.

Q. Have you any idea of the number of these disabled men who are available for clerical positions, because what a man is looking for is a clerical position which is a permanent position rather than a seasonal position like that of an ordinary labourer; have you the number of men who are fit for clerical work (say, within a few hundred)? You have no idea of that?—A. The statistics are difficult to get, because there are about three registrations under way in Canada at the present time, and there are duplications in many cases. Some of them have become weary of frequent registrations and have not proceeded with them, so that I do not know anyone who has actual statistics along that line. We do not urge it; we ask that a man be fitted into an occupation which he can carry on in spite of his disadvantages.

By the Acting Chairman:

Q. Are you satisfied that the Government has done all it could to place men on the land?—A. The Government has done very well.

Q. In putting handicapped men on the land?—A. Of course a settler has to be an able-bodied man, to a certain extent.

By Mr. Shaw:

Q. I would like to ask a question here. Perhaps you can give the Committee some information as to the efficiency of the returned soldier in the civil service; have you any available information which would indicate to this Committee that the returned soldiers who secure preference are rendering efficient service?—A. The reports we receive from the department by the Civil Service Commission indicate that they are—or they would be dismissed.

Q. The number of dismissals would be some indication?—A. Yes, sir.

Q. You say the reports you receive indicate that satisfactory service is being rendered?—A. Yes, sir.

By Mr. Rinfret:

Q. Can you tell us where the bulk of the handicapped men in Canada are; can you tell us that?—A. The larger percentage is in the province of Ontario.

Q. Do they reside in the cities?—A. There is a serious congestion in the large cities.

Q. Have you any record of what they were employed at before they joined the forces?—A. There is a record with the Department of Soldiers' Civil Re-establishment with regard to all the men who received medical treatment, pensions, or vocational education.

Q. Has your department made any efforts to secure employment for those men, outside the Government?—A. Yes, but we are hampered in our activities because the Government is not setting an example. We do make an effort to secure the co-operation of the employing interests.

Q. In your opinion are you getting good results from the private enterprises, in the placing of men; is it not a fact that it is easier to place a man

where he belonged before the war than to place him in a new form of employment?—A. Perhaps; I am not answering directly, because I am not clear as to the question.

Q. Is it not a fact that it is easier to secure employment for a man in the employment in which he was engaged before the war?—A. I should think it would be easier.

Q. Out of the returned men you complain could not secure employment from the Government, what proportion were employed in the Government before the war?—A. A very low percentage.

Q. Is it not a fact also that very few of your returned men were in the Government before the war?—A. That is a fact.

Q. One of the difficulties in securing employment for them in the Government service is due to that?—A. No, sir; I would not admit that.

Q. They would be better fitted for private business?—A. I would not admit that. I have never asked that a man should be ousted out of his position for a returned man.

By Mr. Shaw:

Q. He may return to labouring again, in case of not being able to secure other employment?—A. Yes, certainly.

By Mr. Brown:

Q. Returning again to the Civil Service Commission, these classes were exempted for reasons that seemed good and sufficient; those reasons seemed very good and sufficient apart altogether from the question of the returned soldiers. Have you any other suggestion to make that would remedy the situation, from your point of view, than by the return of those exempted positions?—A. Yes.

Q. From the point of view of the returned soldier, it does not make any difference how these positions are filled?—A. Quite true.

Q. Have you any other alternative suggestion, that is, it might not be public policy to return those positions to the Commission and impose burdens upon them that they think they would be far better without; have you any other suggestion by which they could carry out the spirit and the letter of the law?—A. Instructions should be issued for the Commission to return to the arrangement which formerly existed in the employment service of Canada prior to May, 1921. As early as January, 1921, we were advised by the Civil Service Commission that arrangements were well under way between the Civil Service Commission and the employment service of the Department of Labour to put into operation a scheme whereby appointments to certain temporary positions in the civil service could be expedited by utilizing the existing machinery of the offices of the Ontario Employment Service. By letters I received in April, 1921, the service was extended to other Provinces, and in May, 1921, they advised us that the scheme would be in operation in Hamilton, Brantford, London, St. Thomas, Chatham Windsor, Sarnia, St. Catharines, Niagara Falls, Ont., and Moncton, N.B. and in Halifax, Sydney, New Glasgow, and Amherst N.S. All these places were assisting in the administration of these eligibility lists.

The Civil Service Commission, through the agency of the employment service, which after all is a government service, tested these men as to their merits, and employed their services almost exclusively, to determine whether they were available for employment. In this way the service was carried on with very excellent results until September, 1921, when for certain reasons it was discontinued.

By Mr. Chevrier:

Q. Let us know why it was discontinued in September, 1921?—A. I have here a letter signed by Mr. Foran, the Secretary of the Civil Service Commission, dated at Ottawa, September 23, 1921, addressed to myself, which reads as follows:—

"As you are aware, the Commission, for some little time past, has been utilizing the services of the Government Employment Offices in connection with the assignment of temporary employees in the Dominion Civil Service. It is believed that this arrangement has brought about a decided improvement in the service which the Commission has been able to render to government departments, and I may add that many expressions of appreciation have been received from departmental officers as regards the speed with which eligibles were secured.

"The fact, however, that the staffs of the local Employment Offices are appointed by the Provincial Governments has, especially of late, given rise to an unfortunate misapprehension in the public mind, and criticisms of the Government, the Employment Service and the Commission on this account have been so frequent that, in fairness to the Employment Service as well as to the Commission, the Commissioners have reluctantly come to the conclusion that, for the present, the arrangement between the Employment Service and the Commission should be suspended.

"I am accordingly to ask you to convey this information to the various branches of the G.W.V.A. with the request that they advise all further applicants for Civil Service employment to write to the Commission at Ottawa so that their applications may be registered and their services utilized if possible."

Q. I do not know whether the reason for that letter was or was not the passing, on the 21st of September, 1921, of an Order in Council, P.C. 3518 which exempted all labourers, all assistant labour foremen, all labour foremen, and all charwomen all over Canada except in the City of Ottawa. That Order was passed on the 21st of September 1921?—A. I don't know anything about the reason for it.

Q. But all labourers all over Canada except Ottawa, all assistant labour foremen, all labour foremen, and all charwomen, which would take in a large number of men and women, were exempted on the 21st of September, 1921?

By Mr. Garland:

Q. Have you any complaint as to the Advisory Boards, as constituted by the Civil Service Commission?—A. No, sir, I have no complaint to make. We ask, sir, that the eligibility lists go through the employment service.

By Mr. Brown:

Q. That is a restoration of the relations which existed previously?—A. Yes, sir.

Q. Would that necessitate the taking back under the control of the Commission particular functions, or should they be carried out by the department?—A. The Civil Service Commission would have to exercise a general supervision.

Q. Do you think, working through our employment agencies, it would relieve the Commission from a great deal of burdensome work which they do not think necessary for them to assume?—A. Yes, and to provide the Commission with the best qualified men on the shortest possible notice.

Mr. SHAW: I would suggest that the Committee sit tonight, Mr. Chairman.

APPENDIX No. 5

The ACTING CHAIRMAN: If you are not through, Mr. MacNeil, we will sit tonight.

WITNESS: I am not through yet, sir.

The ACTING CHAIRMAN: All right; we will adjourn now until eight o'clock this evening.

The Committee adjourned until 8 p.m.

EVENING SITTING

THURSDAY, April 19, 1923.

The Special Committee on the Civil Service Act of Canada resumed at 8 p.m., Mr. Malcolm, the Chairman, presiding.

Mr. C. G. MACNEIL recalled and further examined.

Mr. SHAW: Before we start, I would like to make a motion to have the Civil Service Commission bring down their file in connection with the exemption order, contained in the Privy Council Order No. 1053. It has been asked for in the House, and I have inquired for it several times.

The CHAIRMAN: I would be very glad to have the information asked for from the Civil Service Commission. Do you desire to put it in the form of a motion?

Mr. SHAW: Dr. Roche is here, and he might take a note of it.

Dr. ROCHE: I understand that there was a motion in the House to produce those papers. I presume the information asked for is on the file.

The CHAIRMAN: Proceed Mr. MacNeil.

WITNESS: Just before the Committee rose, I was asked to suggest any procedure that might be substituted for that which has been followed since P.C. Order 1053 was put into effect, and I made this recommendation: Definite co-operation in the matter of temporary appointments between the Civil Service Commission and the employment service of Canada. I advanced, and desire to continue to advance, certain reasons why that scheme could be placed satisfactorily in operation again with a view to removing the difficulties that prompted the introduction of P.C. 1053. One reason is that it worked satisfactorily before on the statements procured from the departments, from the Civil Service Commission and from the officials of the employment service, under the Federal Department of Labour. This service is of national scope and operates in every district in Canada. It is maintained under the Federal Government's direction, and 50 per cent of the cost of maintenance is furnished from Federal funds. A further point is that this service under the direction of the Government has secured the patronage of the employing interests generally. It is something more than an employment bureau operating throughout Canada. It is definitely an employment service. The agents of this service are instructed to canvass the employing interests throughout Canada and to offer them their employment service; and it is to the mutual advantage of the Government and the employing interests that this co-operation should be established, as it prevents any serious congestion of labour at any point, checks the drift of men across the border, and has some other very important functions. These responsibilities cannot be properly discharged unless definite co-operation is established with all employing interests. The Government of Canada is one of the largest employing interests, and as such should lead the way in patronizing its own employment service of which it pays 55 per cent of the cost.

By Mr. Brown:

Q. At what time were these operations terminated?—A. In September, 1921. It is a businesslike way, a sensible way. The employment service is equipped better than any other agency in Canada to recruit for the civil service the best type of workers for any classification of employment, and to do it satisfactorily with all due regard to local interests. The local officers attached to it know the local business conditions in each province. Provincial organizations represent all the organized interests in the provinces and a Federal Council represents the organized interests throughout Canada. They have employment experts, and after several years' operation they have definite records of all the workers in Canada. They can seek them out, reach employers, determine the efficiency of those men very readily, and they can meet the requirements which formerly were so difficult for the Civil Service Commission at long range to meet, the requirements of seasonal and casual workers at points some distance from Ottawa. One of the great advantages of this service is that it operates in close co-operation with all the employing interests of Canada, The efficiency of its work has been demonstrated before, and we feel sure that if those appointments are placed under the Civil Service Commission again in co-operation with the employment service, for which the Government is paying, all interests will be satisfactorily served.

By Mr. Chevrier:

Q. On that score, Mr. MacNeil, would you be satisfied if the terms of P.C. order in council 1053 were followed under which the selection of employees for the above classes should be left entirely in the hands of the departments, that the appointment be necessary, that the preference as extended by Section 39 be continued, that the person selected shall satisfy the department as to qualifications, that he shall be suitable as to age, character and habits—these are the regulations under which those exemptions were made by the Civil Service Commission acting under the previous law.—A. No, sir, I would not be satisfied.

Q. Why?—A. Chiefly because the department has demonstrated its inability to maintain these differences.

Q. Yet the Civil Service Commission has stated in the same order in council that that is the only reason, that the Commission is of the opinion that it is not practicable to prescribe a system of competitive examinations or tests, and that the Commission was further of the opinion that it was a question for further consideration, and that those were among others the reasons which Parliament had in mind; in the face of the statement that the Civil Service Commission in its opinion has decided that it is not practicable to hold a system of examination or tests for the filling of these positions, are you still of the opinion that they should be thrown back into the teeth of the Commission?

By Mr. Garland:

Q. May I ask a question here? The report is signed by the whole of the Commission, is it not?

Mr. CHEVRIER: But this is a copy of the order in council.

Mr. GARLAND: The report of the Commission was signed by the entire Commission.

Mr. CHEVRIER: So far as I am concerned, I do not know, and it makes no difference to me; I am dealing with the order in council.

Mr. SHAW: My recollection is that in the House the speeches show that it was signed by two members.

The CHAIRMAN: Do you know anything about the signatures, Dr. Roche?

Mr. CHEVRIER: It was not signed by Dr. Roche, I know that; what is the use of arguing about it?

Dr. ROCHE: Mr. Chevrier knows it was not signed by me. When I am giving my evidence, I will tell all about it.

Mr. CHEVRIER: I know you will, Dr. Roche, and I am not going to ask anything about it now.

By Mr. Chevrier:

Q. The fact is, Mr. MacNeil, that the order in council was passed?—A. Yes, because of the circumstances.

Q. Just a moment; do you say that it would be advisable, in view of the honest opinion of the Civil Service Commission that it is not practicable to prescribe a system of competitive examinations or tests for filling these positions, that you should nevertheless throw those back into the teeth of the Commission and say that they must make these appointments?—A. That is what I urge, sir. May I give my reason? It is because I know something of the circumstances which surround the introduction of that order in council; it is because of the proceedings in 1921 under the Chairmanship of the Honourable Mr. Spinney. I know that that order in council was introduced after the Civil Service Commission were compelled to abandon their arrangements with the civil servants.

Q. You can, if you feel like it, give a lengthy explanation; what I want to know is this, the Civil Service Commission having in its wisdom said they could not satisfactorily handle these positions, you nevertheless want the Civil Service Commission to handle them?—A. With the co-operation of the employment service, and because of the fact that with that co-operation things can be worked out more equitably.

Q. You do not want the Civil Service Commission alone to handle them, you want the co-operation of your department with the Civil Service Commission?—A. We will get a better deal than we get under the present procedure, that is clear.

Q. I am not disputing that.—A. Of the two evils, we will choose the lesser.

Q. I will agree with you if the condition you state existed, namely, two evils; you are not satisfied to leave it entirely in the hands of the department, subject to the conditions mentioned in the order in council?—A. No, sir

Q. And the only reason why you do not want to leave it in its present state is because the soldiers you claim are not getting the preference mentioned in Section 39 of the Act?—A. That is the reason.

Q. So that if it was placed in the hands of anybody else, under any different system or under any different conditions, provided that the preference extended to returned soldiers, by Section 39 of the Act was given effect to, you would be satisfied?—A. Yes. Our experience shows however, the necessity of open competition, conducted by an independent body. That we would lay down as essential—absolutely essential.

Q. That is not quite an answer to the question; if it was a body called Brown or Black that handled the appointments, and they handled the appointments in such a manner as to give you the 100 per cent preference mentioned in Section 39 of the Act, would you be satisfied no matter what that body was, provided you got the preference to which you were entitled—would you be satisfied?—A. Certainly I would be. I am not competent to discuss the procedure; I am discussing the effects of it. This morning, with the statistics I produced, I attempted to justify the maintenance of that preference.

Mr. CHEVRIER: I am not discussing that, because I agree with you that your preference should be maintained.

By the Chairman:

Q. At this point Mr. MacNeil, you maintain that section 39 of the Act should be retained, and the men given a 100 per cent preference?—A. It is hardly a 100 per cent preference.

Q. What about the men who are not qualified?—A. We do not urge the appointment of men who are not qualified.

Q. You do not urge that?—A. No, sir; we would not urge anything that would impair the efficiency of the service.

Q. What is your opinion of the marking up of the returned men now on examination?—A. It has been very fair indeed, and as the examiners acquire experience, the results will be much more satisfactory.

Q. I am not asking this in the way of criticism, but you will appreciate the fact that while this Committee want to meet all these conditions, the day will come when all this will have to be changed?—A. I appreciate that.

Q. The American Government I think are giving the returned men a straight 5 per cent preference; they have acted already in the matter. What is our preference, 40 per cent?

Mr. SHAW: On the qualifying examination there is a preference, but they must qualify and then get the preference.

The CHAIRMAN: There is a 40 per cent qualifying preference, I believe.

Mr. CHEVRIER: I do not think there is any percentage.

WITNESS: It is 5 per cent in the States.

The CHAIRMAN: But in Canada a man may get bare pass marks, it may be 40 per cent, while a citizen takes the highest possible marks; there may be a 40 per cent preference.

By the Chairman:

Q. Mr. MacNeil, in the light of your very comprehensive study of this question and of the men who might have been soldiers but did not have an opportunity on account of age when coming into the service, what suggestion has your organization to make to the Civil Service Commission in regard to this preference, as time goes on; it is getting about the time now when we should have some suggestion as to how it will work out in the future, bearing in mind that returned men are being absorbed into other walks of life and that the number of men applying is less, much less?—A. We will be quite prepared to forego any privileges we have under the Act when this problem of which I spoke this morning has disappeared.

Q. Which problem are you referring to?—A. When there are no men without employment in Canada. There are without employment handicapped men.

Q. They are a big problem, the disabled men, and they will always have to be given the preference both by private employers and by Government employers. I was only speaking of the broad question. We have never tried to take evidence upon it, and no member of the Committee intended to report upon it, but we have discussed in private what you gentlemen would recommend in the future. I suppose from time to time there will be Committees in the House which will deal with the subject, but the idea of the Committee would be to act pretty well upon your advice in these matters.—A. A large body of men are suffering actually from unemployment to-day and have for the last three winters. Their unemployment needs, comparing class with class, are greater because of their loss of time overseas; they lost their connection, they lost their seniority, they lost their experience they are handicapped from the economic standpoint in many ways, and while the ex-service men are handi-

capped in that way, we contend that the Government should maintain the preference at any rate.

Q. I rather differ with you on the ex-service handicapped men. I do not see any unemployment among the returned soldiers. I see in the press sometimes remarks about the Toronto situation; what is it in Toronto?—A. Serious. We were before a Commission last week, and gave evidence under oath.

Q. Can you give me an answer to that question?—A. The most distressing feature is the handicap, and then the general economic depression.

Q. There is no economic depression; there is nothing in Toronto to-day in the way of a handicap for employment unless it be wilful unemployment. In Toronto the labour market is good, generally speaking; jobs are being offered to any man who wants a job; he can get one to-day. The automobile industry at Windsor has been absorbing a lot of men; industries at Oshawa have taken a lot of men, and industries generally are taking on men. You can always judge that by the want columns of the Toronto daily papers, and they have never been so full of advertisements for mechanics as they have been during the past month?—A. We have a type of men for whom they cannot provide employment.

Q. You mean ex-service men?—A. Yes, sir, I mean ex-service men.

Q. What is your explanation of it; how much of it is wilful, how much of it is turning down jobs?—A. Very little. Relief is not doled out to able-bodied men.

Q. There is relief in Toronto now?—A. Thousands of it.

Q. By what organizations—A. The Centralized Relief Committee and the D.S.C.R.

Q. You are speaking of the disability men?—A. Yes. The Soldiers' Aid Commission is giving relief to a great many.

Q. Do you know how many disabled men you have in Toronto?—A. The number is rapidly diminishing as the spring opens up.

Q. Have you any figures on that—A. I would not like to quote statistics on it.

The CHAIRMAN: I would like to have that, for my own information.

By Mr. Shaw:

Q. I might say that in the city of Calgary $5,400 was spent during the winter months for returned soldiers alone, and we have a civil organization which gives relief, not to the single men, but to married men.

The CHAIRMAN: How many would you have in Calgary, do you know?

Mr. SHAW: I have not been there for some months. At one time I think there were something like 200 families; 200 families securing relief from the city, that is exclusive of the returned soldier.

By Mr. Brown:

Q. So far as the returned men are concerned, are they the majority of men who would have been competent for that clerical position and had been absorbed into other business than the Civil Service?—A. The majority of them are temporaries in the civil service.

Q. Those men who are competent to fill positions, are they pretty well placed?—A. I would say the tragic position of the situation to-day is that professional men who lost their professional connection over here are in a very distressful way. For instance, I know a man who came to me a little while ago, and he told me he lived on one meal a day.

Mr. CHEVRIER: I know of a case of a man who was a professor in a university, who took a job as a plumber a few days ago.

By Mr. Brown:

Q. Would he be equipped in any line of work?—A. Equipped as a first-class man in statistical work.

By Mr. Chevrier:

Q. Are there any civilians in the same category?—A. I do not deny that. I say this operation should be maintained, because the ex-service man is handicapped by reason of his being overseas. You see a large number of elderly men who have enlisted in the Canadian forces, men who are over age; the plight of the youngster taken away from school; he is wholly untrained, and the plight of the man in industrial apprenticeship. We have thousands of lads who went overseas whose industrial apprenticeship was interfered with.

By the Chairman:

Q. What percentage of the men who went overseas severed industrial apprenticeship and have not been able to return to their positions?—A. He cannot always go back, because if he has married in the meantime, he cannot always go back on the scale of pay awarded to an apprentice.

Q. The scale of pay awarded to an apprentice to-day is not like the pay of an apprentice years ago. There is not a great different in the scale between the apprentice and a journey man to-day?—A. For instance at Winnipeg, these men are organized. They sent their men before the Royal Commission, made a strong case, and were appealing for subvention.

Q. I found a good many industries who did the same as I did, that took a number back. I do know that generally speaking, employers of labour through Ontario strongly urge through their association the taking back of these men. I was wondering how many did not go back and for what reason?—A. There was a splendid response in that way. Every sympathy is given to the men.

Q. Why is it so many fellows are not taken back who severed apprenticeship. Is the cause attributable to the man himself, who would not go back to where he started, but wanted soft money?—A. Some of these industries are running on short time. Many of these industries could not take them back. They have no place for them.

Q. You do not know how many of them did not go back?—A. I have statistics here, and 7,000 manufacturing firms report weekly, and report a number of men unemployed.

Q. That was the peak?—A. It was the normal. Everything is gauged on the normal. At the present moment the payrolls of industrial business are 11 per cent below normal.

Q. The men enlisted in 1915, 16 and 17, when industry was very much below 1920. There were men enlisted later on, but 1920 was above 1915, and to-day there are as many men employed in industry as there were in 1915, not so many as there were in the peak years, any more than there are as many bushels of wheat farmed as in those peak years, yet there are as many men to-day as there were when the heavy volume of enlisting was done, and it would be an interesting thing for you to figure how many men have severed their apprenticeship and were not taken back and why. Was it the fault of the men or the fault of the industry?—A. We do not command the facilities to make a census of it.

By Mr. Shaw:

Q. Is this not true? I am asking for information—that while a great many firms, manufacturing establishments take back their employees, and they deserve a great deal of credit for having done it, yet they have shortly afterwards completed their contracts, and the result was that hundreds of those

men were thrown out of employment?—A. In many instances when we struck the depression.

By the Chairman:

Q. That was not generally true for western Ontario, because I was interested in the census of that, and in many industries through western Ontario the men were taken back and retained in their positions There are hundreds of cases in western Ontario where all the men have been taken back and are still there, and I venture to say that outside of the city of Toronto there is no unemployment among returned men. The same thing may apply in Toronto as in Winnipeg, always does apply in big centres where men gather in, but of the thousands of men who enlisted in Ontario towns, those who enlisted came back and remained. They are pretty well looked after. Do you know where these men in Toronto came from? They are drifters who gather in?—A. There is that drifting always.

Q. Of the unemployed men in Toronto, are not the majority of them fellows who have drifted in from all over creation and are still around there?—A. I would not dispute that.

Q. If they stayed in their own localities they would have been better looked after, and probably employed.—A. Probably employed, yes.

Q. That is the point I have always maintained as to the returned men in Toronto. "Go home to the district you come from, and your people will be sure to look after you."—A. We are trying to devise ways and means at the present time, to get them back to their own locality. From every report that comes in we have sought information, from every available source, in that matter, because we want to know the fact ourselves, for other reasons. All the information we can get is from the Statistical Branch of the Department of Labour. Some say there is serious unemployment in a very large percentage of the ex-service men. By further reports coming from our units, they all report unemployment, and what is more conclusive than that we are obliged to spend money in their relief. The situation is this, that our unemployed problem has been greatly increased by an alarming migration across the border. I know of a town in western Ontario where 600 of our men left for Detroit and Cleveland. I know the British war veterans are forming posts as rapidly as they can, with thousands of Canadian ex-service men, at Detroit, Cleveland, Buffalo, Boston, Washington and down at New Orleans. It all goes to show there has been unemployment. It was that that forced them across the border.

Q. Have you ever taken the trouble to watch the average number of men whose names are on the lists of the employment bureaus in Toronto, over a period of weeks to find out how much unemployment there is? Are you aware of the fact that right at the height of employment at Toronto, when there were half a million men in France, girls were taking munition work, jobs were as plentiful as could be; labour was as scarce as could be; there were always two or three or four thousand names on the employment list, just from the drifting fellows who were shifting jobs?—A. I would not deny that.

Q. This three or four thousand does not signify much in a population of half a million people. It will only show that fellows who will record their names on the employment list are seeking to get a new position. It shows that 50 per cent of them do not represent unemployment at all. It represents dissatisfaction with their present jobs and hopes of getting a better job?—A. Not to the same extent to-day as then, because there is a more efficient system.

Q. It is true all over the United States. Employment bureaus will tell you that they go to get a man and they find out he is working, but he is willing to take the new job.—A. I have no means of proving anything by the registration. We gauge unemployment by taking the returns from the employers

themselves, and when you find indications of a steadily shrinking of the pay-roll, we know unemployment must be on the increase. There was a steady contraction of the payrolls from 1920 on. As a matter of fact, in Toronto it is at its lowest ebb at the present time.

Q. That is true of Toronto, but not of Ontario generally.—A. Well, sir, the men are moving out, men with families, moving out to Detroit. There is a large number of families of ex-service men going across the border.

Q. You must remember that is a situation that Parliament cannot control. You are facing an industrial boom in the States, and it is inducing the labourer to go there, because how can you hold brick-layers or plasterers in Canada when they are paid $2 an hour in Chicago and not paid the same in Canada? They know that those wages are not going to be maintained, because they move up and down and they are taking it while the taking is good. Most of those fellows will come back.—A. Men are selling their homes and taking out citizenship papers in the United States.

Q. How many are taking out citizenship papers in the States?—A. Too many.

Q. Do you know how many of them are?—A. They are compelled to by the United States.

Q. In Detroit?—A. Quite a number. It is astonishing.

By Mr. Brown:

Q. It would not prove they are wise in doing it?—A. I am simply stating these facts, that there is serious unemployment and distress, because ex-service men have furnished a larger portion of unemployment, and I say that these men are handicapped in a greater degree than other persons. While these problems are with us, and while calls will be made on the public treasury to meet these requirements, as has been demonstrated, you are spending money to aid these men in other directions. You are maintaining this method in the aid of public economy.

Q. As to the men of sufficient education to occupy clerical position—I am quite ready to believe there are many mis-fits. Probably there were many of those men who were out of work during the year. Can you say today the number of men who are competent to fill clerical positions in the civil service, or is it a large number?—A. For every position in the civil service, there are a tremendous number of applications all over Canada. They recently asked for an immigration agent, and you would be astonished at the number of applicants.

By the Chairman:

Q. That does not indicate that they have not got positions?—A. A great many of them are out of work.

Q. The number of applications does not prove unemployment at all?—A. Of course, speaking of the man who is dissatisfied, it does not stand to reason a man who is trained as a clerical man should want a pick and shovel job.

Q. During the period of unemployment the Amputations Society presented the case that their men should have the preference, that disability cases should have the preference. Whom do you say should have the preference, the man who has not got a dollar and is right up against it, or the man who has a 50 per cent pension coming to him?—A. I would take the disability man and estimate the prohibition under which he labours from an employment standpoint.

Q. I am speaking about the general attitude of employers. If you were an employer of labour and one man applies, who was getting $75 pension through the Government and another man came in who was broke, whom would you employ?—A. If a man had a pension and if this particular job for which I required—.

Q. I am speaking from the standpoint of relief, to help a soldier out. Whom would you help out?—A. In the long run the less expensive method is to place that handicapped man wherever you can place him.

Q. You are speaking from your own viewpoint. I am speaking from the viewpoint of an employer of labour. If you were an employer of labour and two men came to your door and you wanted one man and one man said "I have not got a dollar in my pocket. I have no place to sleep. I am a soldier". The next man came in and said "I want a job. I can pay my board. I am not starving, but because of this disability I think you should give me a job". To whom would you give the job?—A. The man with the disability.

Q. You would not give the poor starving man the job?—A. Because of my knowledge of general conditions, I would give it to the man with a disability. That question has been brought up time and again at the meetings of the Royal Commission, and I say I would give it to the man with the disability.

Q You have no use for the man who has fought in France and is out of luck, in preference to the man with a pension?—A. I do not think that is hardly fair; I would do that because of my knowledge of general conditions

Q. I am speaking from the standpoint of he who deserves support. That is exactly what the disabled men say, that is not what the returned men who have no disability say.—A. The man with a disability does not get a living and maintenance from his pension. I made that point this morning. The average pension is only $33 a month. A man with a disability is restricted in his employment, so it is because of my knowledge of general conditions that I say the employer would be dealing more sympathetically with the problem if he placed a disability when he got the chance to place him, because the chances are few and far between. If you do not place him, you have to add to his pension sufficient to enable him to live.

By Mr. Brown:

Q. Hypothetical cases are somewhat difficult to handle, but the degree of permanency that would be attached to the position under consideration might have something to do with it?—A. Yes, the circumstances might alter it, but I hardly think it is fair—and I wish to be clearly understood—that it is hardly fair to draw the inference that I am expressing lack of sympathy; on the contrary, I feel very much the other way, but as a matter of fact the just practice with regard to such situation, in the public interest and from the standpoint of both men, it is to the interest of the people to place disabled men when you get that chance.

By the Chairman:

Q. We all agree with that, that it is good business to place him when you get the chance, but I am speaking about the unemployed soldiers in the City of Toronto, and the feeling of the general employer of labour towards the poor fellow who did not have any pension and who was out of a job and up against it. I contend that the employer was doing exactly right in giving that fellow the job and keeping him off the street and out of the soup kitchens, and I do not contend that the disabled man should have the preference over that man.—A. If the Government of Canada is prepared to pay a man a pension that will maintain him, I am quite prepared to agree to that, but they will not.

By Mr. Shaw:

Q. Is this not the situation, that you and the Chairman are talking from two different viewpoints. The Chairman is talking from the standpoint of immediate relief, and you are talking about a permanent position, you think it advisable in the public interest, as a general principle, to appoint the disabled

man when you get the opportunity, but as far as the matter of immediate relief is concerned, that is a different situation altogether.

Mr. CHEVRIER: Let me put the question in this way: Supposing there is a permanent position offered, and the man with a disability appears and he getting a certain amount of money as a pension; there is a permanent job in sight, and here is a poor fellow, the other returned soldier, without anything.

Mr. SHAW: Might I suggest that it is a permanent job about which the witness is speaking?

By Mr. Chevrier:

Q. We are not going to put in all the frills on this. Let me put it in this way. Supposing there is a permanent position in sight, and here is a man, a pensioned soldier, fully qualified for that position, and on the other hand, a returned soldier without a pension, fully qualified for the position. As I understand it, as it is a permanent position, you would say, "Place in there the man with the pension," that is right?—A. Yes, sir, but that does not absolve you from your responsibility to the other man.

Mr. CHEVRIER: Probably, Mr. MacNeil, you would get rid of the other poor devil because the city might have to bury him, he might die of hunger, in the meantime.

By the Chairman:

Q. The way I always looked at the thing was this. Here is one man getting $50 a month, and here is an ordinary job worth $100 a month, and here are two returned soldiers—and this case has happened as often to every employer of labour in Toronto. He has one job to let out, probably just a messenger's job, or some job in a store. It has been a much discussed question. If they give it to the man who has a disability, they give that man $150 a month, or one man receives that with his pension. He is getting $50 from the state for his disability, and he is getting $100 from the employer, and the other fellow stands around and says, " I am starving, I have not even a meal ticket, and there is a fellow getting $150, and I get nothing." That is the grouse that the men sometimes have.—A. The whole situation is that we have been going from expedient to expedient. I am arguing that the whole question should be now faced, and faced not only for the immediate situation, but that ultimate responsibility which will be thrust upon you later. You have before you these two men, and a position which can be filled by the disabled man, and the requirements of which do not emphasize his disability. He may get $50 a month, but if he does he gets more than the average; let us say he gets the average pension of $33 a month; that only contributes towards his maintenance, and is not enough to keep him. Whichever man you place, you will have the one or the other in the bread-line, anyway.

Q. No, you should not have that man with $33 in the bread-line. He can get food on that; if he has a family, he is getting more—A. What I am looking forward to, if you place the disabled man in a position he can fill, you are through with him. You can carry the able-bodied man temporarily by relief, and that must always be regarded as temporary, and he has a much wider ranger of employment opportunities, and can find his foothold. He is better able to endure the suffering of this temporary expedience than the disabled man, and just as a matter of general economy, the matter of reducing the drain upon the public purse for all time, you have accomplished a far better result.

By Mr. Chevrier:

Q. I would like to get your opinion on this. The war was over in 1918. When did you start to re-establish the men, say 1919?—A. Yes. The re-establishment work was under way in 1917.

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Q. Since 1917 you have started the re-establishment of soldiers. Say that you have been at it now four or five years.—A. We took it 20 years ago, after the Civil War and the Boer War.

Q. Yes, but you have been at it now for four or five years. According to your figures of this morning, in the year 1922 the Civil Service Commission placed over 2,500 men in temporary and permanent employment?—A. Yes, sir.

Q. Taking it at 2,000 a year—if they had 2,700 in 1922, suppose we take it at 2,000 men a year put into employment in the Canadian Government for four or five years, and you would have re-established into the Service at least 10,000 men. Now, as you go along you have re-established—and I want to be corrected on that if I am wrong—you have re-established all of the cases, or the larger proportion of the cases that were the easiest to be re-established. Is that not right?—A. Yes, sir.

Q. You have re-established those whom it was easier to re-establish. Those that are not re-established, as I understand your evidence this morning, were divided into two classes; those who had not been re-established because of lack of education, and those who had not been re-established because of what might be called amputation cases, or handicapped cases. Is that not right?—A. That is hardly right.

Q. The non-re-established soldiers may be, I suppose, divided into two classes, those that are not re-established, and who are uneducated or not sufficiently educated to fill a clerical position, and those who are so badly disabled as to be still on the labour market, not being able to find a position; is that right?—A. We considered that classification this morning only with regard to a certain set of circumstances.

Q. Let us take it now, and see if it is right or wrong?—A. Your figures—in the first instance, you will hardly absorb that many men; the number it will be possible to absorb will gradually decrease.

Q. Let us leave that aside, if you challenge it.

By the Chairman:

Q. Your total number has been about 15,000 in three years?—A. Yes, that is about fair.

By Mr. Chevrier:

Q. That is more in the five years than I had anticipated. Nevertheless, is it not a fact, Mr. MacNeil, is it not an unfortunate fact that you are now, as the years go on, dealing with men who are more and more difficult to establish. Is that not right?

The CHAIRMAN: Fewer cases, but more difficult.

By Mr. Chevrier:

Q. Fewer cases as you go along, but more difficult to re-establish?—A. Yes, that is right.

Q. Is that not right?—A. Oh, yes, sir.

Q. So that the problem becomes a much more difficult one as we go along, and therefore it is harder on the industrial world or on any other employer, it is the unfortunate fact that it is getting more and more difficult to re-establish these men as we go along?—A. Yes, sir.

Q. And it is therefore the more difficult to find positions for them?—A. I do not know what bearing that has on the proposition I was endeavouring to place before you.

Q. Supposing it has no bearing on what you have said, isn't it a fact just the same?—A. Increasingly difficult and therefore much more necessary to be dealt with.

Q. I don't dispute that at all; I think that it is all the more necessary that they should be re-established, as they are the most difficult cases, I mean in that same proportion—but I do not want to argue over the Board with you—will you agree to this or not, that as you go along you are getting fewer cases, although unfortunately the number is not decreasing as rapidly as you and I would like to see it decrease?—A. It is increasing, sir.

Q. But it slightly decreases every year, and they are getting all the more difficult to re-establish.—A. Of course such a problem becomes the more difficult the longer it is left.

Q. If it was anybody else but you in that chair I would wrangle over it, but you are probably the one who has had the most and the widest experience in this line, but I think I am entitled to an answer, Yes or No, from you.—A. Yes, it becomes more difficult, I don't deny that; but my proposition was that first of all the preference clause in its broad application should be maintained. I am not disputing that for a moment. While able-bodied men as well as handicapped men may be under special disability, my chief argument and my special appeal is on behalf of handicapped men, and I quoted you Government statistics that you have a population of 80,000 handicapped men. Now it must be recognized that society will never tolerate any evading of responsibility to these men. In one way or another they will become a charge on the public treasury unless their need is met. Some of these are employable and some are not. For the employable, employment opportunities as far as possible should be provided. There is only one way to employ handicapped men, to place them with due regard to their handicaps.

Q. I agree to that.—A. When you have an opening in the Government service or an industry where you can place a handicapped man, and you will not lower the efficiency of the operation entrusted to him, place him there. That is a matter of public economy. The man is happier, and the State is relieved of that burden. Now I say this problem is increasing instead of decreasing, because of improper methods. The Government of Canada has done a great deal to help these men, but nevertheless there are portions of this problem that must be faced, and faced quickly, as the recent investigation has shown, and whether you or I or some one else does it, whether you meet it this year, or next, or not for some years to come, the problem will have to be faced, and that is why I say that in the employment service of the civil service you maintain this preference, because of the example to other employers, and because of the opportunity to reduce the problem in a degree, but I am not urging that in your employment policy you should assume the whole burden of this problem, it is entirely too big to be solved by absorption of the men in the civil service, and I am not proposing anything that means impairment of the efficiency of the service. I merely say, where you have the work that a handicapped man can do, give it to him.

The CHAIRMAN: We had some criticism of that from the amputation society, in which the handicapped men sometimes are refused jobs in the service because they differ, themselves, with the viewpoint of the employer as to their handicap. You will no doubt have heard that criticism, because you have read the evidence. They suggested that they should have a court of appeal or a representative acting for them, between them and the Civil Service Commission to decide whether or not their disability should act against them or not.

The WITNESS: I was bringing up a recommendation to that effect, that provision be made for the appointment to the staff of the Civil Service Commission of an officer whose special duty will be to supervise the applications of these men, and to act as a general liason officer between the men and the Commission. That would be good business, because some disabled men were on one occasion

sent to act as letter sorters, whose disability prevented them doing the work. This officer should be a man who will be able to analyze disability, who will be an industrial expert in a way, and who will have some experience with the work from the D.S.C.R., and who will see that men are not sent to positions for which they are quite unfitted.

By the Chairman:

Q. Of course you speak for all classes of disability?—A. Yes.

Q. Our witnesses only spoke for amputation disability.—A. We class them together.

By Mr. Brown:

Q. In your experience, have you any cases of men appointed by the Commission to positions for which their disabilites entirely unfitted them?—A. Yes we have had some instances of that when this disability preference first came into operation. Now there is a closer co-operation with the D.S.C.R., with the special officer on the D.S.C.R.

By Mr. Chevrier:

Q. Does that officer operate continually with the Civil Service Commission?—A. Yes.

Q. So now are you in a position to say that no one could be appointed, no returned man, with a disability could be appointed to a position for which he would be unfit?—A. There is no guarantee of that under the present procedure, because the examiner of the Civil Service Commission has not access to the D.S.C.R. file.

Q. That is what I mean. You spoke of a liason officer or someone who is looking after that, but there is not that active co-operation that you suggest should exist between the Civil Service Commission and the representative of the soldiers to see that this does not happen.—A. There is actual co-operation but no definite co-ordination and no definite exchange of records.

Q. Let me put it in this way: whether it be a defect or not, and I am trying to see if it is the fact, as it is at present; there is no one on the Civil Service Commission staff who is in a position to say whether that disability mentioned in the application and which the applicant says is not sufficient to disable him from holding the position to which he aspires—there is nobody that can say with any degree of certainty, whether that statement is true or not?—A. Well, he has to accept the man's statement.

Q. That is what I say, there is no one there with such technical knowledge of the disability, who could say that disability of so much precludes this man from this position although he says he can hold the job.—A. No sir, the only people who can make an authoritative statement, as to the man's work tolerance or capacity would be the medical officers of the Pension Board or the D.S.C.R. Now the question which was raised with the preference was not questioned under P.C. 1053; and I wish to summarize the evidence which was available with us to that effect. In the first place I produced statistics of the Civil Service Commission, which you have as a return, showing that only 15.8 per cent of the appointments made through the departments as compared with 55 from the Civil Service Commission. Upon further examination of that, sir, I find that these appointments are P.C. 1053 exempted appointments for which we have the greater number of men available, and that although it is impossible that the handicapped man was in all circumstances available at the time the appointment was made, nevertheless our records show that of ex-service men entitled to the preference there were certainly almost continuously available men for these trades and occupations.

By the Chairman:

Q. What were those percentages again Mr. BacNeil?—A. 15.8, as compared with 55.4 per cent of the total male appointments through the Civil Service Commission.

By Hon. Mr. Marcil:

Q. In all grades of the service?—A. All grades.

By the Chairman:

Q. 55.4 per cent were returned men?—A. Yes.

Q. In 1922?—A. Yes.

Q. You are quite incorrect in that statement or else this letter from Mr. Foran to-day is. Mr. Foran has just given me these figures to-day and he puts that at 44 per cent for 1922?—A. My percentage is reckoned of the male, sir.

Q. This is the percentage of returned soldiers including disability cases appointed by the Civil Service Commission during the last three years: In 1920, 41 per cent; in 1921, 43 per cent; and in 1922, 44 per cent.

Mr. CHEVRIER: That must be read with all of these appointments, taking in all of the positions over which the Civil Service Commission has jurisdiction, that is all over Canada.

The CHAIRMAN: Yes.

By Hon. Mr. Marcil:

Q. Since 1922, they include the exempted classes?—A. No sir, that is exclusive of the exempted classes. The exempted classes were 15.7 in 1922.

By the Chairman:

Q. Mr. Foran gives that at 20.6.—A. That is on subsequent returns. Additional returns have been made since we secured our statistics.

The CHAIRMAN: He says exempted from the operation of the Civil Service Act. It includes all in the department.

By Mr. Chevrier:

Q. In that 15.7 per cent would be only labouring jobs that are available; whilst under the jurisdiction of the Civil Service Commission, you would have porters, packers and sorters, letter carriers, messengers, elevator men, heating plant, watchmen and caretakers that are not exempted?—A. The majority of our unemployed, skilled and unskilled workers, are those of the occupations you speak of.

Q. If you had let me go through all of that list this morning, we would not have been in the position we are now.—A. I did not stop you, sir.

Q. Because under the operation of the Civil Service Act there is a much bigger field than you might observe—you can say what your idea is—for the placing of returned soldiers; I am only mentioning a few: caretakers, where returned soldiers are well able to fit in; elevator men, not exempted by the Civil Service Commission. Watchmen and caretakers, a favourite position for a crippled returned soldier. By favourite, I mean a suitable position. I do not want to be tripped on that word. I do not mean it in that way. A suitable position for a returned man. Porters, packers, and sorters, all over the Dominion, in all the post offices and Customs offices still under the operation of the Civil Service Commission. Letter carriers all over the Dominion, and you will admit that there are a large number of returned soldiers as letter carriers. Of these other positions, some clerical positions are being filled by the

Civil Service Commission with returned men. Now then under the exempted classes, there are a certain number of classes that are suitable for returned men. The returned men are divided into two classes: those who are too badly crippled to carry on a labouring position; and those who are not so badly crippled as not to be able to carry on a labouring position. In the positions excepted by the Civil Service Commission, you have a large number of those that are most difficult positions; labourers with the pick and shovel. And you as one who has sat on the Pension Board or with the Pension Board, know that there are a large number of crippled soldiers who are unable to fall into the category of labourers. You know that there are a large number of them who cannot fit into the position of painters; they cannot work in a paint factory or shop because of gas, suffering from gas, so that they are not like the number of classes that are now available for returned soldiers in these exempted classes, and you will find that there is a very much less opportunity of placing the hardest cases that are now left for re-establishment. I am not grudging that they should have the ordinary preference, far from that, but when you produce these figures to say that now there are only 17 per cent that went into these positions, I say that the argument is unfair, because you are now comparing the operations of the Civil Service Commission wherein the field is great for the placing of these men, while in this other category of 17 per cent, the field is to a very much greater degree not as suitable for the placing of these men. A. The facts are contrary to your statement, sir. This preference applies as at present by statute to able-bodied men as well as handicapped men, which of course removes your objection that men were disqualified by reason of physical handicaps for these appointments.

Q. You have admitted to me that after five years you are now facing the most difficult cases to re-establish.—A. The facts are, sir, and my statement does not alter this fact, that we had during 1922 available for all these classes of occupations a qualified returned man, which may be proven by the registrations, and as a matter of fact a larger number of men available for this particular class of work than we had for the technical positions in the civil service, and as regards these statistics we do not argue that these statistics are conclusive. We do argue that as a matter of fact in view of the requirements and very exacting requirements for a large number of the appointments of the civil service, the statistics under the exemptions should be actually higher than under the civil service; that is our firm conviction.

By Mr. Brown:

Q. I think you could really leave that point. You remember I advanced that same argument in the form of a question, that is questioning the value of these percentages as proving what you set out to prove?—A. This is only based on the returns from some six or seven departments, or from the six or seven departments where we found greatest sympathy. The departments we have had the greatest difficulty with have not reported to the civil service as required under the order in council, and we expect to find when the statistics are finally taken that the percentage is even lower than ten per cent.

Q. So far as those percentages are concerned, to my mind they do not mean anything as proving your contention?—A. We advance them as a reliable indication of the situation, not as a conclusive proof, because of the wide discrepancy between the percentages.

By the Chairman:

Q. Is the Income Tax department included?—A. It is exempt from the civil service.

Q. Is it included?—A. I could not say.

Q. If it is, it certainly upsets your figures, because there are 90 per cent girls in that department.

Mr. BROWN: You would prove your case more conclusively by a submission of a considerable number of detailed cases than simply what seems to me a wrong argument based on percentages.

The CHAIRMAN: The percentages are not reliable if they include the Income Tax Department.

By Mr. Brown:

Q. I am not interested whether you prove your case or not, that is as regards the departments being less sympathetic than the Civil Service Commission, but I would like to see the evidence is conclusive?—A. I was making a summary in support of my statement, giving all the proof which we advanced, and I say we advanced these statistics as being a fairly reliable indication because of the wide discrepancies; we had more men available for these occupations, and if the full reports are in the statistics it may be different.

By Mr. Chevrier:

Q. I want to clean this up; you said there were only six or seven departments from which you had heard, and that made it 17 per cent; I think Mr. Malcolm said the returns from the Civil Service Commission, which would be the returns from all the departments, make it 20 per cent.

The CHAIRMAN: I was going to ask that these returns be brought down by Mr. Foran giving the percentage of males in each case.

Mr. SHAW: The Income Tax department would not have any employees who would be included in the exempted list, saddlers, harness makers, and so on.

The CHAIRMAN: I think if Mr. Foran would give us this information of the male employees we would have a better idea.

WITNESS: We made our percentages on the statistics furnished us.

Mr. SIMPSON: I suggest this witness goes on and gives his figures.

WITNESS: In support of my statement that the preference does not work out, on inquiries and negotiations with the departments, we discovered an entire absence of advertising, no steps were taken at any time by any department in regard to the exemptions to enumerate or list the returned men available, they never advertised vacancies, they never published any advertisement in the newspaper, they never took any of the steps which are commonly employed by the Civil Service Commission to make known to any community; furthermore we discovered an entire absence of departmental rating lists, all appointments were arranged, and no lists were announced or established in the departments based on examination of any sort, tests or demonstrations of skill. Furthermore there has been absolutely no reference to any employment agency, no reference to the organization of ex-service men, to the employment bureau, to the Civil Service Commission, or employment bureau in which they had men listed; I submit, sir, that this is conclusive proof that it was an absolute impossibility——

The CHAIRMAN: Yes, if your statement were correct, but it is not.

WITNESS: That is my information.

The CHAIRMAN: I know it is not; I have had the Great War Veterans in my riding trying to get men; the department had asked me.

The WITNESS: I say there is no systematic and general practice.

The CHAIRMAN: I think there is, and I think the department has asked members to see if they can get men for these positions in the country, main-

taining the preference for the returned men, and have written to the soldiers' organization to see whom they have; I know in my riding it has been followed. However, go on.

The WITNESS: I am speaking of the general practice, and that is our information as to the general practice. There was certainly no reference made to the employment agency, the employment section for instance of the D.S.C.R.; from the officer's report there has been no application to that. I submit under these circumstances it would be impossible for the preference to operate under the Act. If you desire further evidence I can wire to-night to the Central Veterans' Committee department in all the provinces; the machinery is now available, and I can easily request them to secure the exact facts in regard to this matter. They have been gathering evidence.

By the Chairman:

Q. You will find this, that in nine cases out of ten, the classes of jobs in the country which have been exempted by the Civil Service Commission because they are too small and too bothersome, are not suitable to the returned men, and in nine cases out of ten they turn them down, they are little petty jobs where you have to try to find somebody to take them at $100 or $200 a year, and they wont be bothered with them. Do you know that in the city of Windsor they have been looking for mail carriers and could not get the men to take the appointment because of the remuneration?—A. If that were done, as I suggested in the employment service, through their clearance system they would very quickly have men in Windsor that would take on this work. That is the advantage of the employment service. I introduced some types of cases this morning—.

Q. As I understand it the exempted positions are under $200, are they not?—A. No.

The CHAIRMAN: I am speaking of the country; I do not know about the inside cases.

Hon. Mr. MARCIL: Six months employment.

WITNESS: I brought one case this morning.

Hon. Mr. MARCIL: $200 are postmasters, and situations of that kind.

The CHAIRMAN: Those are the only ones I hear about.

WITNESS: I brought up the case of Mr. Shearer this morning applying for a local position as mason and stone-cutter. On further investigation I find ten other returned soldiers all qualified, all members of the union, made application, and the appointment was awarded to a man who was not a returned man, and no indication given; and it is that sort of thing that has prompted us to make these representations.

Q. You have the cases to prove?—A. I quoted the case of W. R. Shearer, and as further evidence of that, there were ten returned soldiers' applications sent to the Public Works department, and I will read the names:—

S. F. N. Barbeau,
Donald Black,
G. A. Cooper,
W. J. Gallinger,
F. Kimber.
H. McFadries,
A. Morris,
F. S. Shattock,
W. B. Shearer,
H. Simpson.

By Mr. Brown:

Q. For that particular position?—A. Yes, and there were nine other returned men fully qualified who all applied for this work.

The CHAIRMAN: That was a position of bricklayer?—A. Of stone mason.

Q. And what department?—A. The Public Works department. Another man was G. A. Plunkett, who was Inspector of Dredging in the Public Works department in Cobourg for two years. He was replaced by Mr. McCaig, a civilian, in August or September last. The position was never advertised, and it was filled without calling for applications, after it had been filled for some time satisfactorily by a returned man.

By Mr. Garland:

Q. Have you any letters to show why it was changed, from the department or any person else?—A. Not in this particular case. The information comes from reports of our branch secretaries. I made the statement which was questioned this morning as to these appointments being made under the procedure we suggested, and I bring up these points, the preference was maintained in the past with reasonably good results with regard to these appointments. I refer to the statistics of the Civil Service Commission for the years 1920 and 1921; the total employed in 1920, returned soldiers, is 5,552; 1921, 4,655; the percentage in 1920, 41 per cent; and 1921, 43 per cent. The procedure of rating applicants for all classifications was defined and publicly announced; the resulting eligibility lists left no alternative with the Commission but to assign the applicants in the order so determined; and the suggested co-operation through the employment service fully removes the objection raised that the system was too cumbersome for lower grade or seasonal applicants. I made the statement that positions under P.C. 1053 were frequently filled by recommendation from the local patronage committee. I did not expect, sir, that I would be asked to prove that assertion, for we have accepted it throughout the last year as a general admission; as a matter of fact we issued a circular to all our units advising them for these classes of appointment they should make arrangements with the local patronage committee. I was quite astonished when my statement was challenged. From reports received from our local units as to the operation of this patronage arrangement, our branch secretaries report that it is sometimes satisfactory, and many places not so satisfactory.

By the Chairman:

Q. If the appointment is in the hands of the department, the department will naturally ask the member of his district for advice?—A. Yes.

Mr. SHAW: Or the defeated candidate?

The CHAIRMAN: Yes.

Mr. SHAW: I have never been asked.

By the Chairman:

Q. If they ask him for advice and he asks the advice of a local soldiers' organization, do you call that patronage?—A. Of course that is patronage, usually passing through the local committee.

Q. If the member of Parliament who has been requested by the department to find them a suitable man for a certain position which is exempted, writes to one of your soldiers' organizations and says that "there is a government job open for such and such a position; if you have a man will you write me a line", that will constitute a return to patronage?—A. That is of course patronage, as patronage is generally defined.

The CHAIRMAN: That is a return to patronage?

APPENDIX No. 5

By Hon. Mr. Marcil:

Q. You do not object to that?—A. I would not urge that.

By the Chairman:

Q. Do you maintain there is no use addressing your local committee at all, that it is patronage, and they are not to be used as a deciding factor?—A. We advise them to make the best of the circumstances, to do anything to get their men placed.

Q. You think that is patronage?—A. I am not arguing for or against patronage, but I made the statement this morning that frequently it is referred to the patronage committee, and I was astonished to find that my statement was not generally accepted as to that condition of things existing.

Q. I do not think it exists at all, except in occasional cases. Now, these are bothersome cases, and the Civil Service Commission do not want them at all, and I doubt if the department wants them, I know I do not want them, and you say it will be patronage if your organization is asked to decide. I can show you cases where I have gone with a returned man and looked for two days to find somebody to take a job and we could not get a man. I do not blame the Civil Service Commission for not wanting it, and I do not blame the department for putting it on to me and the returned soldier to find a man, because the job is not worth it.—A. Not all the jobs go begging that way.

Q. If I ask your organization to find me a man to fill a position you say that is patronage?—A. That of course is patronage. We do not ask for ourselves patronage, and the better arrangement is the one I have suggested, because our organization is not equipped as an employment agency. At the request of the Government we have been asked to relinquish employment activities. We do not conduct any registration; we have been asked to co-ordinate our work with that of the employment service. You ask the average official of our association for such information, and at best it is only haphazard, unless it is a very small community where he is acquainted with everybody in the district; but it would be far better to have all the unemployed in that district listed, and their qualifications properly rated, and take from the head of that list the men available.

Q. What do you think about bringing in unemployed men in districts where there is unemployment?—A. I think that is a very advisable thing to do. The theory of the employment service, with which we endeavour to co-operate, is through the clearance system if at any point there is a demand for labour and at another point a surplus of labour, you would transfer that surplus to the point where the demand extists. It means equalization of labour resources throughout the country. That is what I meant when I answered your question in that way.

Q. Have you anything further you want to speak of?

Mr. SHAW: I want to suggest: the witness suggested he could communicate with his various central organizations, and I think it would be desirable we should have all the information before us if he can get it.

WITNESS: Very good, I will wire them right away. To make this statement clear: the information on which I made that statement was received from our men, that there were instructions received to report to these committees, and my own personal contact with members of the patronage committees in certain large constituencies, for instance such as Lincoln I have a personal recollection, and a serious situation arose.

By Mr. Garland:

Q. You say members of the patronage committees, who are they; are they Conservatives or Liberals?—A. I don't know anything about that.

Hon. Mr. MARCIL: It depends what party is in power.

Mr. GARLAND: They never apply as far as my constituency is concerned, to me.

By Mr. Drummond:

Q. Did not I understand you to say this morning that this so-called patronage committee existed in the City of Ottawa?—A. It was so announced in the local press, and has never been contradicted. We have their names as announced in the press.

By Mr. Garland:

Q. They really have an office here?—A. It was announced that all these local applications would be submitted to them and they would select whom they considered advisable. That appeared in the Citizen on July 20, 1922.

By Mr. Parent:

Q. Each man would be doing patriotic work?—A. I am not quarrelling with that, but I made the assertion expecting that everybody admitted these conditions existed.

Mr. BROWN: It was news to me.

The CHAIRMAN: 2,000 employees that have not cost the country a cent; to appoint the others cost $285,000; that is the difference.

WITNESS: My further recommendation was with regard to the appointment of a disability representative on the Civil Service Commission. I have already touched upon that. Also that provision be made enabling the Civil Service Commission to exercise discretionary power in the matter of promotional competition in order to facilitate the employment of seriously disabled men otherwise qualified, and who may be debarred from appointments commensurate with their abilities by reason of their disabilities. There are two very striking cases by which I wish to illustrate this point. The first is Mr. H. P. Wilson. He made application for the position of Junior Trade Commissioner in December last. He was successful in obtaining a favourable rating on the examination set, but owing to his being an amputation case the advisory board considered him ineligible for appointment. Mr. Wilson is a university graduate, but finds it difficult to find suitable employment owing to his war disability. No provision is made for his entry into the civil service except in a lower grade position. We submit that at certain times the Commission should be given authority to exercise discretionary power to give these men the opportunity which they require. Mr. Wilson suffers from a hip disarticulation, and for that reason it was considered inadvisable to send him abroad as trade representative.

Another case was that of Mr. Charles Manseau of Montreal. Mr. Manseau was an applicant for the position of Junior Trade Commissioner in December last. He passed the examination successfully, and being a disability case not yet re-established he was called for oral interview. This ex-service candidate had suffered a high amputation during the war, and although a university graduate and otherwise qualified failed to receive the appointment owing to his disability. The advisory board felt that some opportunity should be given to this candidate to secure a position of similar standing in the civil service. All attempts to secure such employment have failed. This man is shut out from many positions by reason of his disability, and no provision is made for his entrance to the service except in a very minor position.

By Mr. Shaw:

Q. That first candidate you spoke of, Wilson, you say had disability in articulation?—A. No, disarticulation of the hip, no stump remains.

By Mr. Chevrier:

Q. In that case was this unfortunate gentleman in a position to carry an artificial leg?—A. That is the difference, sir, with these men. It requires a special tilting table arrangement, and it takes a year of training with serious pain and discomfort to grow accustomed to the harness.

By the Chairman:

Q. Your opinion is that the Civil Service Commission should have appointed him as Trade Commissioner?—A. Under the Act they would have had to have discretionary power—not as Trade Commissioners, no; I could not advocate that, but he has no opportunity of getting any such employment; he is shut out because of the method of promotion and competition, but if occasionally the Commission had discretionary power for men so well qualified—

By Mr. Chevrier:

Q. Do I understand you to say he was disqualified not from examination? —A. He qualified in the examination. Both these men are of outstanding ability, but it would be risky to send them abroad with this disability.

By the Chairman:

Q. What is the point? Are you criticizing the Commission?—A. No, sir, I am asking that in the Act they be allowed discretionary powers.

Q. Are not they allowed discretionary power now?—A. They could not deal with these matters under the Act to-day. The only way in which these men can secure introduction to the service is to a junior clerkship and so on.

By Mr. Chevrier:

Q. That is an extreme case, and if I understand your argument, you cite these cases to show there are extreme cases where the Civil Service Commission should have discretion to say that these unfortunate returned men should be appointed nevertheless?—A. Yes, sir, a very small number of men on behalf of whom I would ask that special privilege, otherwise their lot is very serious indeed. Another recommendation is that such consideration be given to the needs of many ex-service men employed in the lower grades of the Civil Service as will prevent any hardship in any reduction of the cost of living bonus. We are besieged, sir, with a large number of petitions from groups of ex-service men in the lower grades of the service, asking for living salaries. This occurs principally in the lower grades of the postal department, and no doubt this will be argued before you at greater length by their own representatives. We are glad to endorse their aims, and we feel there is little prospect of any reduction in the cost of living, and therefore the cost of living bonus which they now have should be incorporated in their salary. Another recommendation I am asked to advance on behalf of those temporarily employed, and whose representatives will also appear before you, is that all positions occupied by returned soldiers, temporary employees for twelve months or over, be classified, and the incumbents made permanent, providing after examination of qualifications by the department and the Civil Service Commission they are favourably reported on. Many of these men have been employed over twelve months, and have given valuable service, they are trained men, and if given the opportunity to continue in the service may render valuable and efficient work indeed.

Q. You want the disabled man to be absorbed in the service?—A. If he qualifies, and by examination. At the present moment these men have not any definite status. They are not given a permanent status. They are deprived of the annual statutory increases, and they do not get promotion with reclassifica-

tion as other people do. They have no sick leave, or not to the extent of men with permanent status, and they are not eligible for returned soldiers insurance. So after considering all their problems, and at their request, we are very glad to endorse their views, and you will of course hear their arguments in more detail. That is all.

By the Chairman:

Q. Has your organization any evidence with regard to the working of the Civil Service Act and classification?—A. No, we would rather not discuss that; we are not competent to deal with that; that is a matter for the civil service organizations to deal with. We urge our men to affiliate themselves with the civil service organization and discuss these problems; they are common to all members of the service, whether they are returned men or not.

Q. We have a good deal of evidence here; it is not going to be possible to propose any equitable superannuation or any joint council idea on the present classification, without some radical methods of simplifying the classification; that has been shown by the evidence given—?—A. Representing the case of ex-service men I would rather not comment on that. We feel we would be trespassing on the ground of the civil service organization if we introduced that subject.

Mr. CHEVRIER: Mr. Chairman, Major McKeand wanted to produce some papers that were asked for.

The CHAIRMAN: Do you want to produce some papers, Major McKeand?

DAVID LIVINGSTONE MCKEAND, recalled and further examined.

By the Chairman:

Q. What papers do you produce?—A. I said, Mr. Chairman, that I would be available at any time. There was a question raised about the evidence which was given by the Federation, and I would like to read the minutes of the association to show that we were authorized, also that it was confirmed. I have here an extract from the minutes of the meetings of the executive of the Civil Service Federation of Canada. On March, 19, the following appears:—

> "On motion of Mr. Coats, seconded by Mr. Burns, Messrs. McKeand and Ryan were delegated to place the views of the Federation before the Parliamentary Committee on the Civil Service Act, and Mr. O'Connor was delegated to submit a statement with respect to the board of hearing and recommendation."

On April 6th:—

> "On motion of Mr. Campbell, seconded by Miss Tremblay, the evidence of Major McKeand and Miss Inglis before the Parliamentary Committee was approved."

There was a question raised as to whether Mr. O'Connor's evidence was his own personal view or the view of the Federation. I want to say that it was his personal view of matters within the operation of the recommendation of the Board of Hearing.

By Mr. Shaw:

Q. Were those meetings of the Executive?—A. Yes. I also want to put in our financial statement, showing that we are a recognized Federation.

Q. You are recognized by the banks?—A. Yes, we are recognized by the banks. There is another question that I would like to mention, that is, the matter of non-permanency and permanency in the service, which was touched upon by the Civil Service Association of Ottawa. The matter of importance, however, is the case of the employees in the Board of Pension Commissioners

who were taken over by the Department of Soldiers' Civil Re-establishment and were protected by the order in council, but who I understand are not receiving that protection; in other words, that the permanent men, and I fancy the women too, the permanent men and women of the Pension Board have been let out, and I understand temporary employees retained in positions of a permanent character.

By the Chairman:

Q. Would the temporary employees be returned men?—A. Not in every instance.

Q. Have you any examples of permanent men being turned out and other men put in?—A. There is a Mr. Barber, of the Surveyor General's office, who has all the particulars of that matter, if you care to hear him.

The CHAIRMAN: I do not think it would be doing justice to Mr. Barber to take him on at this late hour.

(Agreed).

The CHAIRMAN: We are going to adjourn, to meet at the call of the Chair, and when we do meet, at the suggestion of some of our members we will hold our meetings in the evening and try and conclude at ten o'clock. Probably we will not meet until the middle of next week.

By Mr. Shaw:

Q. There are one or two questions I would like to ask, Major McKeand, before you go. You said the reference was to the Board of Pension Commissioners, men in the employ of the Board of Pension Commissioners?—A. Men and women.

Q. Is that a Board under the jurisdiction of the Department of Soldiers Civil Re-establishment?—A. It is, in so far as its functions are concerned, but the employees who were taken over and were permanent in the Pension Board were to have their permanency maintained when the transfer took place.

Q. My reason for asking that is this; I have heard the same complaint you are making to-night, that permanent employees had been let out; I have also heard it said that in that same department the ordinary routine is not followed with regard to people leaving the service, with regard to getting a gratuity; have you any instances of that?—A. I think I have a case in point here, Mr. Chairman. I will put in a copy of Order in Council P.C. 2722. I do not suppose it is necessary to read it, Mr. Chairman.

THE CHAIRMAN: No, just file it.

WITNESS: I have here a copy of a letter from Mr. George Sleeman, dated February 2, 1923, addressed to the Secretary of the Civil Service Association, which sets out—I will briefly quote some of it. Mr. Sleeman was a civil servant appointed first in October, 1916, and was made permanent by Order in Council on the 17th of July, 1917; he is not a returned soldier, but he was a permanent prior to 1918, which I understand was the first time the returned soldier was to be given the preference. He was a permanent, at any rate, officially. To quote from his letter:

> "I was informed, about the first of December, that it was the intention to make the D.S.C.R. an all soldier department, and as I was not a returned soldier, my services would have to be dispensed with; but, as there was a position open in another department of the Government, an endeavour would be made to secure a transfer for me, providing, of course, that I was willing, and I assented.
>
> On the 15th of December my pay cheque did not come through and on inquiring I found that I had been placed on the temporary list of the D.S.C.R. The reason given for this was that I could not be transferred

to another department unless I was on the retired list; and to accomplish this, they had abolished my position and engaged me temporarily.

I did not secure the position that they wished to transfer me to, and am now informed that my engagement ceases on the 31st of March."

I do not know whether he got the gratuity or not.

By Mr. Shaw:

Q. Is it customary in the service for women leaving to get married to get a two months' gratuity?—A. It is.

Q. Do you know of any case in the same department of a gratuity not being given?—A. No, I do not know. Mr. Barber will tell you about that.

Mr. CHEVRIER: What will we do about these complaints, Mr. Chairman? The Printing Bureau employees have a complaint that they want to bring before this Committee.

The CHAIRMAN: They will be welcome.

Mr. CHEVRIER: I understand they are here. Will they be heard at a later date?

The CHAIRMAN: Who are they?

Mr. CHEVRIER: Some employees of the Printing Bureau. They have submitted a memorandum and appeal of the ex-employees of the Government Printing Bureau, retired under P.C. 2164, praying to be brought under the provision of the Public Service Retirement Act. Then the messengers of the House, and I understand the Dominion postal clerks were to be heard, but they have not turned up, and there were a few others. What will we do about these, shall we hear them next week?

The CHAIRMAN: I think we will leave the matter at the call of the Chair; the sub-Committee will meet in the meantime and decide upon the form of evidence that is to be heard.

Mr. CHEVRIER: There are the Deputy Ministers and the Commissioners to be heard, and I think we should get down to them as quickly as possible.

The CHAIRMAN: That is what I would like to do, Mr. Chevrier. Mr. Brown suggests that we sit every night, when we once start.

Mr. CHEVRIER: Should we get rid of all these things before we start on the major matters?

The CHAIRMAN: I do not think it is imperative that we should. Do you?

Mr. CHEVRIER: If we clean up everything like this, we will be left with only those other two to look after.

Mr. RINFRET: Can we clear them up in a night?

Mr. CHEVRIER: I presume so.

The CHAIRMAN: Do you know who was given that stone mason's job?

Mr. SHAW: Mr. Stewart, I believe.

The CHAIRMAN: What was the position he was appointed to?

Mr. CHEVRIER: I think he was an asisstant foreman.

The CHAIRMAN: The Public Works department took him on.

Mr. CHEVRIER: And he is there now, I understand.

The CHAIRMAN: That man was a foreman on the erection of this building for over four years, and is said to be the best stone mason in Ottawa, and in a competition he would undoubtedly win.

Mr. CHEVRIER: Mr. MacNeil said he was a highly qualified man. There is no doubt about that.

The CHAIRMAN: Well, this is all the evidence we will hear to-night. We will adjourn to meet again at the call of the Chair.

(The Committee adjourned at 9.55 p.m. Thursday, April 19, 1923, to meet at the call of the Chair.)

TUESDAY, May 1, 1923.

The Special Committee on the Civil Service Act of Canada, met at 8 p.m., Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: Gentlemen, I have asked Mr. Dobbs, of the Amputations Society, to very briefly present a report. He is following up the previous evidence given by the Amputations Society of Ottawa. Mr. Dobbs will make his statement as brief as possible, as it is our intention to hear to-night, Sir Joseph Pope of the External Affairs and Mr. Mulvey of the Secretary of State's Department.

Mr. W. S. DOBBS called and sworn.

By the Chairman:

Q. What is your position?—A. I am a member of the Dominion Executive of the Amputations Association, and president of the Toronto Branch. Mr. Chairman and gentlemen, we appreciate this opportunity given to us, the Dominion Command of the Amputations Association, to appear before you. I see that a good deal of evidence has already been given by the Ottawa Branch of the Association, and by Mr. MacNeil. Mr. MacNeil has presented seven recommendations, in which we heartily concur. I do not need to read them; they are given in his evidence. We support those seven recommendations as given in his evidence. I will pass on to two or three things that have not been touched upon so far. We want, of course, to see the preference maintained, the preference for disabled men. The only difficulty—I may say that I have had four years' experience in employment work amongst amputation cases, and I know the difficulties that we are up against—is in trying to place amputations in permanent employment.

By Mr. Chevrier:

Q. Did you say whom you represent?—A. The Dominion Command of the Amputations Association. The question of employment is the all-important question, and we have two classes of employment open to us; I mean competitive and non-competitive. The largest field in non-competitive employment, so to speak, is the Dominion Government. We look to the Dominion Government to help us as far as they possibly can in permanent employment—

By Mr. Rinfret:

Q. When you say non-competitive, do you mean no examinations at all? —A. No, not in that sense. By non-competitive I mean that a man gets into a government job, and he is required to do a certain amount of work, but he is not compelled to speed up to his top limit as he would in a factory. It is in that sense that I mean non-competitive. Government employment is safe, is sure, and it provides for the future in the superannuation scheme, and it gives a man a chance to make good, while a private employer would not be able to give a man the same chance. I do not need to go into a big discussion on employment. It is all given in this memorandum, which I would like to present, and I would like to touch on the fact that while there are a certain number of amputation cases in employment, they are not, so to speak, permanent. We

have three government departments which are not permanent. Those are the Departments of Soldiers' Civil Re-establishment, the Soldier Settlement Board and the Income Tax Office, all of which employ quite a number of disabled men. Those departments are all bound to shrink, and in the shrinkage of their work, what is to become of the disabled men who are employed in those departments? We are suggesting three alternatives. Some of the men have been employed in those departments for at least five years and none of them for less than two years. We are asking that certain orders in council be adopted and applied to these men, who were employed in those three departments. We ask that orders in councils P.C. 2958 and 3895 be amended so as to let those temporary employees in those departments, who have been employed prior to November 10, 1919, who suffer from a disability of forty per cent or over, as a result of their war service overseas and who are not yet permanently re-established, be taken care of under the provisions of these orders in council, and transferred to government departments as they become surplus in their respective departments. That is known as a blanketing in order in council, and we ask that that blanketing in order in council be applied to those three departments, to the men employed prior to November 10, 1919, for those men who have been taken off the strength since then and who have qualified according to the requirements of the Civil Service Commission. There are quite a number of them who have qualified. We would ask that order in council P.C. 3172 be applied to them and that transfers be effected to permanent government departments when the occasion arises. For those who have not qualified —and there are quite a number of them, we would ask that order in council P.C. 2944, which is the training order in council, be applied to them, that they be given a chance to qualify and fulfil all the requirements of the Civil Service Act and be transferred as the occasion requires.

By Mr. Chevrier:

Q. That is, those who are not permanent?—A. There are some of them who have not passed any particular examination, and it is pretty hard to plug when you are working.

Q. If they have given satisfactory service you want them to be taken in under 2944?—A. Yes. Then as to the question of co-operation, it seems to me a great deal of the dissatisfaction with the Civil Service Commission up to date, has been the lack of enthusiastic co-operation between the government departments and the Civil Service Commission in spots. We have excellent co-operation in Toronto, and we have excellent co-operation in the Post Office department. They have done more than their share. The Public Works has been doing excellent work in Toronto and I believe the Public Works has done some pretty good work here. The Provincial Government has done splendid work. There are 261 amputation cases employed by the Provincial Government in Toronto alone. We are not asking for charity. We are asking that the disabled men be given a chance to make good, because we feel every man can do something efficiently.

Q. You say at present there is preference given to the returned men?—A. Yes.

Q. You say there is lack of co-operation?—A. Yes.

Q. Where could you improve it?—A. The improvement would come only in this way, that direct orders or instructions or a special order in council, if it could be arranged,—instructions be given to each deputy minister, so that certain openings can be arranged for and, that they will be alive to take the chance of placing disabled men in the positions disabled men can fill. I referred a few minutes ago to order in council 2944. While order in council 2944 is

not a panacea for all ills, it can be made to apply very effectively in the employment of disabled men. For instance, on the staff of the Inspector of Weights and Measures in Toronto, they took a man into the office; he was trained in the work of the office for seven months under P. C. 2944. On the completion of his training there was a special examination on his work and he continued. I believe his percentage was something like 82. A similar thing was done on the staff of the Inspector of Gas and Electric Meters. The man qualified. He got 92 per cent, I believe, of the required marks. Order in council 2944 can be applied to all the departments, with advantage, because there are positions in all the departments that can be filled efficiently by disabled men, men with severe arm and leg disabilities. I understand a man who was wounded has certain limitations, and a man who suffers from myalgia or neurosthenia, it may be different, but I am speaking for a position which he can fill. In the Department of Customs, the Excise Officers, the Customs Enforcement Officers, outside of clerical work—clerical work applies to all the departments. The department requires inspectors and other officials who have to deal with the travelling public. These can be done efficiently by arm amputations and certain phases of the work by leg amputations. In the Post Office department we have 42 amputation cases employed in Toronto. All the clerical work is being done by them. We have two arm amputation cases acting as postmen. There has been designed for them what we call a double curved hook. It opens out wide and enables them to carry a large bunch of letters and they can cover a full route in that way. It was demonstrated that sortation could be done by amputations below the elbow. The man could use the double curved hook. The only thing the double leg amputation is particularly suitable for, is the telephone switchboard. We have four men in the Toronto Post Office who have lost both legs, who are efficient telephone switchboard operators and they are doing excellent work. Two of them were men, who by mistake were told to report by the Civil Service Commission for positions as postmen, letter-carriers. That was due to the mistake of a clerk in the Commission, which was rectified afterwards. The Department of Marine and Fisheries, I understand, have a factory in Prescott. I would like to apply P.C. 2944 in this way. I understand they make quite a lot of clock work in connection with buoys of different sorts, and the machinery in lighthouses. There are quite a number of men trained in watch repair work, and we cannot get employment for them, that is all the year round employment. They have employment for two, three or four months. It is seasonal employment. It is hard to get them permanent employment. I would like to get the men training in this factory under P.C. 2944 for eight or ten months, and I am satisfied they would make good. The Public Works department is concerned with elevator operating mostly. There are quite a number of elevators operated by the Dominion Government throughout the country, by disabled men. Those who have no previous training could fit into these positions very nicely. In the Department of Agriculture, particularly in the Bureaus and fitting plants, there are a great many openings for inspection work. Most of that could be done by wounded men. For this work the tuberculosis cases would be absolutely unfitted. I will pass on to the next point. Inquiry desk jobs are positions that could be filled. Messengers jobs could be filled by our amputations. They could get around and usually do not have to carry very heavy bundles. Incidentally we have been trying to place a man named William Morris, who has both arms amputated below the elbow, at an inquiry desk position in Ottawa and we have not been able to do so, so far. We have placed a man similarly disabled in Toronto, and he has been holding down the job for about two and a half years, doing very well. There is one other order in council which I would like to see the Canadian Government use more than it has been

used. P.C. 4432. It provides for compensation to employers who take into their factories or into their industries disabled men suffering from a disability of forty per cent or over. The compensation is paid by the Dominion Government through the Department of Soldiers' Civil Re-establishment at the prevailing rate for that particular province. We have one particular case in Toronto, a man named Cleveland who was working for the Baldwin Canadian Steel Company, a little over thirteen months ago. He got his left hand caught in a roll and the hand had to be amputated. The man is getting compensation from the Ontario Workmen's Compensation Board and also a war pension, which is bringing quite a little amount in. Now, my last point is to obtain the co-operation of the provincial, the Federal and municipal authorities. We have asked that all contractors, all firms obtaining state contracts from any Government, that they shall be required to employ a certain percentage, five per cent if you like, of men suffering from a disability of forty per cent or over. This obtains in Great Britain, I believe, and has done so since 1921. The other points have been pretty well covered in the evidence given by our Association before, by Mr. MacNeil, and I do not wish to occupy your time any longer.

Mr. CHEVRIER: I think Mr. Dobbs has made that very clear.

The witness retired.

Sir JOSEPH POPE, called and sworn.

By the Chairman:

Q. Your position is what?—A. Under Secretary of State for External Affairs.

By Mr. Chevrier:

Q. Did you prepare a statement of your views on the present Civil Service law?—A. I did, yes, and brought it with me.

Q. Probably that will be the easiest way of getting your views, if you would not mind reading it to us?—A. My views are out of date, but whatever you say, whatever your committee wish, I have no objection.

Q. Personally, I would like to hear you read that memorandum, if you have that, Sir Joseph, if it represents your views?—A. It represents my views exactly, but as I say I do not think it represents the views of the Committee, and I do not think the views are popular.

Mr. MCBRIDE: That is the reason we want it.

WITNESS: Very well. Last June or July there was a meeting of the deputy ministers called by the Cabinet and we met in the Council Chamber. We discussed several questions relating to the Civil Service Commission, and afterwards the Prime Minister asked us all to communicate to Mr. Cory, who was appointed chairman, a memorandum exposing our views. I do not know exactly who did so, but I took advantage of the occasion to put on paper what I thought, and this is what I wrote. I said:

"Dear Mr. CORY,

In reply to your letter of the 3rd instant, asking for my experience of the workings of the Civil Service Commission, I desire to say that I regard the whole system upon which the Commission rests as fundamentally wrong, and I believe that until the responsibility of the Government for administration, and its control over the service is resumed, it is hopeless to look for any satisfactory result from the operation of the present system.

"Apart from this paramount consideration, the principle upon which the Commission works is faulty in several leading respects, among which I may mention the system under which a clerk's salary is determined exclusively by the position he holds—that is, of ignoring the personal qualities of the clerk, of failing to recognize that one, let us say, typist or translator, may be many times better than another, and should be rewarded according to the value of his services—not necessarily in direct ratio thereto, but that his natural abilities, usefulness, aptitudes, quality of suggestiveness, age, experience and other personal factors should be taken into account in determining his remuneration. Until that is done you will never have a satisfactory service. The present inflexible, rigid, mechanical, iron-bound system destroys initiative, kills individual effort, is subversive of discipline and tends to the creation of a service the members of which rely more upon combination, intrigue and cabal among themselves, to advance their interests, than upon honest hard work. Until a radical change is effected in this and other respects, there is no use talking about a satisfactory service. I object, moreover, to the present complicated classification in force, which, besides being a positive hindrance to effective administration, requires a special education to understand.

"One reads nowadays the most appalling trash in the newspapers about the 'evils of patronage,' as though patronage was necessarily an evil to be shunned. I wonder if these sapient journalists ever reflect for a moment who is best fitted to exercise the patronage of the Government —the Ministers, for the most part men trained in public affairs, responsible to the Crown and to Parliament for their every action, or an inexperienced, unrepresentative and irresponsible body such as the Civil Service Commission.

"The present unconstitutional, cumbrous and hugely expensive system should be done away with as soon as circumstances permit. The power to classify and promote and also to regulate salaries should be resumed by the Government. To the Commission might be left the application of entrance tests, and also of ascertaining the qualifications of those whom the Government propose to promote, though as a matter of fact, I believe the deputy heads are much better judges of such fitness than any Civil Service Commission.

"The Civil Service Act of 1908 was far from perfect, but in view of what we have suffered since those days, I would be glad to see the Government go back to that Statute as furnishing the best practical solution of the present intolerable situation.

"In conclusion, I would say that my observations are not in any sense directed against the individual members of the Commission, but relate only to the system under which they operate. Personally, I have found Messrs. Roche, LaRochelle and Jameson, together with their secretary, Mr. Foran, courteous and as obliging as it is possible for them to be consistently with exercising the powers with which they are invested by Parliament and are called upon to administer.

"In all this I am of course only giving expression to my personal views."

By Mr. Parent:

Q. Are you the same man who wrote the Life of Sir John Macdonald?—A. I am, sir.

By Hon. Mr. Marcil:

Q. How long have you been connected with the service?—A. Nearly 45 years; I have been a deputy minister 27 years to-day.

By Mr. McBride:

Q. Do you think a defeated candidate should be one that should be referred to in making appointments?—A. I think the responsibility is on the Minister of the Crown, who is responsible; he is responsible to the Governor-General, he is responsible to the House of Commons. He is the man that is responsible; he can get his information where he likes.

Mr. PARENT: That is sound British sentiment.

WITNESS: Because he is responsible; but to whom are the civil servants responsible? That is fundamental, it seems to me. The man who is responsible to the Governor and Parliament, he is the man to be consulted, and he can get his information where he likes.

By Mr. Shaw:

Q. I take it, Sir Joseph, your argument suggests that the Civil Service Commission, being unconstitutional should be entirely abolished?—A. I certainly do; I have no hesitation in saying that.

Q. And you would go back to the conditions with regard to entrance and promotion in the service therefore that existed prior to 1908?—A. I would.

Q. You of course were familiar, I have no doubt, with the conditions in 1896—that was rather a spectacular year, do you remember, the Liberals—

Mr. PARENT: The time the Liberals kept so many Conservatives in positions.

Q. You remember that, do you?—A. I am not a politician myself; I never took any part in politics.

Q. Do you remember, Sir Joseph, after that election there was quite a considerable wielding of the axe?—A. I believe there was; I read it in the newspapers.

Q. Do you remember that the next election was in 1911? I took the trouble to count up one day and there are fifty pages of Hansard indicating dismissals that took place in 1911 in the outside service, dealing with men dismissed from the service?—A. I do not see how that touches the question at all.

Q. My suggestion is that what you want to go back to is that condition prevailing at that time?—A. I have not volunteered anything of this kind; I am only replying to questions. But may I say this, that I have been 27 years a deputy minister, I have served fourteen years, thirteen or fourteen years under a Liberal Government, and about the same time under the Conservative Government or Union Government, and during all the time I have never had a minister of the Crown on either side of politics, no minister has ever mentioned politics to me, and I have never had any pressure put upon me as deputy minister to promote an unworthy man, a man who I thought was unworthy. Sometimes there are occasions, it occasionally has happened that a man would be brought into the department that I myself would not have selected for one reason or other.

Q. Brought in by whom?—A. By the responsible minister who had the right to bring him in, but once in the minister has never said to me, "I want you to promote this man."

Q. You are dealing with the Department of External Affairs?—A. Yes, I am dealing only with my own experience and I daresay it is not always as clean a record as that; but I do not know, I think it was a great deal better even in that respect than it is now. I cannot speak with any positiveness outside my own department, but in that department no minister from Sir Charles Tupper to Mr. King has on any occasion ever said anything to me—well, he might have said, "Well, I am interested in this young man; I will be glad if he makes good," or something like that; but no minister has ever brought any pressure.

Q. How many men have been discharged in your department during the time you were deputy minister?—A. I do not remember.

The CHAIRMAN: You mean for political reasons?

Mr. SHAW: Yes?

WITNESS: Nobody has ever been discharged for political reasons.

By Mr. Shaw:

Q. Anybody discharged without reasons being given?—A. Sometimes in mercy to the poor fellow himself, that is the only one.

Q. I understand from you that during your experience political considerations have never entered?—A. Never, never, never.

Q. Into the appointment or promotion of any individual?—A. Never; I can say that most positively.

Q. That has been true since the time the Commission took over the work of appointing and promoting individuals?—A. Yes: I don't think politics have ever affected it.

Q. You condemn this system and you say it is unconstitutional, you mean by that it is against the principle of the British system of government?—A. Yes, as I understand the British system.

Q. You would naturally abolish the Civil Service Commission in England likewise?—A. Oh no, no, no sir; there is a great difference. The Civil Service Commission in England are appointed by Order in Council and hold office during pleasure, and the Civil Service Commission make no promotions; the promotions are made by the minister at the head of the department in conjunction with the Treasury.

Q. Do you suggest that is the reason this Commission in Canada is unconstitutional, because they have the power to make promotions?

Mr. PARENT: He never said it was unconstitutional?

WITNESS: I did not say it was.

By Mr. Shaw:

Q. I understood you to suggest in your initial statement that this body was unconstitutional; you used the word unconstitutional in reference to them? —A. I say the acts they are called upon to administer are unconstitutional; of course they are.

Q. And you say the reason they are unconstitutional is because unlike the British Civil Service Commission they are not appointed by Order in Council?—A. They are appointed here by Parliament.

Q. And that is the reason you consider them unconstitutional, because they are appointed by Parliament instead of being appointed by Order in Council?—A. Yes.

Q. Do you seriously suggest that because a person is appointed by Parliament instead of by the Executive Council, therefore he is unconstitutionally appointed?—A. I say a thing may be unconstitutional and not be illegal; there is a distinction there.

Q. What is the distinction?—A. The law allows it. If a man is appointed by Parliament and invested with this authority I suppose he has got it, and it is legal; but it certainly is not in accordance with the British Constitution as I understand it. Of course I am not a lawyer.

By Mr. Parent:

Q. I think you are referring to responsible government?—A. That is what I have in mind.

Q. And the responsibility of the minister towards the people of Canada? —A. Yes.

Q. Or of any country that is under responsible Government; is that what you have in mind?—A. Yes, I think so.

By Mr. McBride:

Q. Do you represent any organization, Sir Joseph?—A. None whatever.

Q. You do not belong to any?—A. None whatever.

By the Chairman:

Q. As to the Civil Service Commission, seeing that we have it, have you any particular points that you would like to make towards the better working out of the Act?—A. I accept the facts. The Government in Parliament have in their wisdom decided upon this system, and I as a civil servant am bound to accept it and do my best to carry it out, and I do so. My relations with the Civil Service Commission are very pleasant. Personally I have nothing in the world against them; they are very courteous and obliging, and I think they try to work out the spirit of the Act.

Q. The duty of this Committee is to investigate the working of the Civil Service Act and not to pass on the continuation or abolition of it. As a deputy minister, working under the Act, we would of course like to hear your opinions on points that you think might be corrected in the Act. Have you any suggestions under that head?—A. No, I am afraid I have not.

By Mr. Chevrier:

Q. Are they not embodied in that memorandum you have just read, when you say it is ironbound and the classification too complicated?—A. But that is the system. You cannot change its character without changing the system.

Mr. DRUMMOND: I think Sir Joseph has made a very decided suggestion, Mr. Chairman.

The CHAIRMAN: But I think the members of the Committee will agree with me that that is not our function. We are not thinking of the abolition of the Civil Service Commission, but of what may be for the betterment of the civil service.

By the Chairman:

Q. What is your opinion of the dissatisfaction that exists among the civil servants as to classification and promotion, and what is your opinion of the idea of a council composed of members of the Civil Service Commission, and of civil servants themselves, or of members of the government departments and civil servants themselves to deal with grievances. That has been dealt with by former witnesses.—A. My opinion is that each department should be administered by the minister at the head of the department, and secondly through his deputy; and that the business of the other officials in the department is to do their work; they should carry on; they should have no say in the carrying on of the department. That is not their function. Their function is to work, not to speak for other people, to do their individual duties and let those who are charged with the administration of the department carry it on.

Q. Seeing that we have a Civil Service Commission administering the service under the law of the country, and that we have civil servants who feel that probably their cases are not receiving sufficient consideration, do you think it would be an improvement if there was set up a body, brought within the Civil Service Commission, to deal with complaints, so that the civil servants themselves might feel that no bureaucracy could exist.—A. I do not see how a department is to be efficiently carried on if you introduce what I might call a foreign body into it. The man who is at the head of the department, the Statute says, has the duty under the minister to carry on the department. It

is his duty to do that. If you take away that duty—it makes no difference to me, I am an old man and approaching the end at any rate—but if you take away all or nearly all his powers from the deputy minister, how is the department to be carried on? Very largely the civil servants nowadays do not bother very much about the deputy. They know he cannot do anything much to them; he cannot dismiss them; he cannot do anything; and therefore they evince for him but a slight regard. This is subversive of discipline, and that is bad. I am sure it is subversive of discipline.

By Mr. McBride:

Q. Then do you think the working people of this country should have no say in their own behalf?—A. I say with all respect that the working people of this country have their members of Parliament to represent them. I am not saying that they have not any right on their own behalf. They have their rights. I am not talking about them. There is the minister at the head of his department. He speaks; he has the authority; he comes direct from the people and he is responsible to the people. But the members of the Civil Service Commission are not responsible to the people. That is the very point.

By Mr. Carmichael:

Q. Do you hold the same view in regard to appointments in the outside services? Say for instance a postmaster in the Province of Saskatchewan—should that be left to the discretion of the member for the district?—A. No, I do not say the member; I say the minister.

By Hon. Mr. Marcil:

Q. The members do not make the appointments, do they?—A. No, the full responsibility should be on the minister.

By Mr. Chevrier:

Q. Do you say the minister should make the appointment or a member of Parliament?—A. The minister. The minister is responsible.

By Mr. Carmichael:

Q. Then you would give the minister, say in charge of the Post Office department, supervision of all the appointments throughout Canada?—A. I would not give it, it is his already. He has it by statute. That is my point.

Q. Then supposing he has the decision as to any appointment, where would he get his information?—A. Oh well, he knows about that better than anyone else. He has had a long experience, and there are many ways of doing it. The minister consults the member in the first place; naturally he would; he must do it. If there is no member, then he consults the defeated candidate. He picks up his information in various ways and it does not matter very much where he picks it up as long as he is responsible. But now if a bad appointment is made, who is responsible? It is made on the recommendation of all kinds of people.

By Mr. Drummond:

Q. Does he not consult the defeated candidate sometimes where there is a sitting member?—A. Who consults?

Q. Whoever makes the appointment.—A. I do not know.

By Hon. Mr. Marcil:

Q. He has the privilege of consulting anybody.—A. He has, because he cannot share the responsibility that is on him.

Q. Did you serve under Sir John Macdonald?—A. Oh yes, for many years.

Q. He handled the Government of the country for a long time?—A. Yes.
Q. Sir Wilfrid Laurier also?—A. Yes.
Q. And Canada made considerable progress in that time?—A. It did.

By Mr. McBride:

Q. Sir Joseph, you referred to creed and religion in connection with the civil service.—A. Oh no, never.

Mr. PARENT: I did not hear him say anything of the kind.

By Mr. McBride:

Q. I think you will see in your notes, Sir Joseph, that you referred to creed? —A. I do not think I said a word upon creed. I did not mention it. I am not conscious of it.

Mr. SHAW: There was some word used and it struck me that was what it was.

Mr. PARENT: I have not heard anything of the kind.

The CHAIRMAN: I did not interpret it that way.

WITNESS: No, there was no such word. Where is the document?

By Mr. McBride:

Q. I do not want to bring it in here but I wanted to know if the witness had anything to say about it?—A. I did not say anything about creed. I know nothing about creeds in my office. I have no record of the creeds of my clerks. I do not know what religion any one of my clerks hold, and when I came into the department I purposely struck out that record. There was a book called the Administration book, which had one column for that and I struck it out. I have never from that day to this asked what creed a man was, or what church he went to or did not go to.

By Mr. Garland:

Q. Could you give us any appointment, for example, made by the Civil Service Commission, that has interfered with the working of your department? —A. No.

Q. Have the appointments been satisfactory that came to you from the Civil Service Commission?—A. Fairly so.

Q. How did they compare with the ones that got in say by patronage?—A. I think the service is rather running downhill. I do not think the service is as good as it was. In fact I am very sure it is not.

Q. Is the work getting any harder to do? Is it the quality of the work?— A. I think it is the co-operative system that is more in force than it was. It is a case of one fellow who says: "You scratch my back and I will scratch yours" rather than individual merit.

Q. Do you think there was not any back-scratching when the patronage system was going on?—A. I suppose there was, I do not know. I would have the system right in principle, make it right constitutionally.

By Mr. Rinfret:

Q. I understand what you mean is, that whether it went right or wrong, the minister was responsible, and justly so.—A. And you knew he was responsible. Now who is responsible? You do not know. Nobody knows.

Q. Under the old system, Sir Joseph, you had qualifying examinations?— A. Yes. I have no objection to qualifying examinations. I think a man should pass certain tests to show that he is qualified for certain positions.

Q. You had them under the old system?—A. Yes, in a sort of way.

APPENDIX No. 5

By Mr. Drummond:

Q. Is the minister not responsible now for the work done in his department?—A. The deputy is responsible to the minister, but he has no responsibility to Parliament. He is responsible to his minister.

Q. And the minister is responsible to Parliament?—A. Yes. Then you know where he is; you have got him, and he is responsible; you can censure him, or do anything you please with him.

Q. Is not that the case now?—A. No, it is not the case now.

Q. Who is responsible for the working of the department?—A. I do not know. If a bad appointment is made, the minister can very naturally say, I did not make the appointment, I did not select the man.

Q. After the appointment is made, you do not mean to say that the Civil Service Commission is responsible for anything that goes wrong with the working of that department?—A. No. I am talking now of promotions.

By Mr. Rinfret:

Q. I understand you say that the trouble is no one is responsible?—A. Yes, that is it, no one is responsible.

By Mr. Chevrier:

Q. Assuming then that we have a Civil Service Commission and that it is here to stay.—A. I do not think that is a very extravagant supposition.

Q. I gather from your memorandum that the objections you have to find with it are that in determining the salary particular attention was paid to the position rather than to the clerk's ability?—A. Yes.

Q. That is one of the defects you find?—A. Yes.

Q. The other defect you find in the law is, that the system is too iron-bound and lacks flexibility?—A. It is too rigid, yes.

Q. And the third defect you find is that it has a complicated classification?—A. Yes.

Q. If these three defects were in some manner remedied, namely the determining of the salary, the granting of a little more flexibility in the administration of a department by the Deputy Minister, and a reduced classification?—A. A simplified classification.

Q. Then you think, do you not, that the system would be much more workable?—A. Improved, oh yes, I quite agree with that.

Q. Then the system at present is susceptible of improvement?—A. Yes, and I go further. I say that latterly I have found that with experience the members of the Civil Service Commission are more amenable to reason and all that sort of thing than they were originally. Of their own motion they exercise a greater discretion I find, and a very wholesome discretion, a very good one.

Q. Then I suppose it would be right to assume that if everybody put a little goodwill, the Commission and the deputy ministers, that some workable system could be arrived at.—A. Yes, but I think it ought to begin the other way. I think the deputy ministers ought to be invested with some power; whether by the Civil Service Commission relinquishing what they have already got or by the Government taking some action, I am not prepared to say.

Q. That is a little slackening up somewhere to give the deputy minister a little more authority?—A. Yes.

Q. Then the system would be about as near perfect as any law can be made?—A. I don't think I could go as far as that. I think it is fundamentally unsound, that is the trouble.

Q. Taking that for granted?—A. But of course they are in power and I recognize all that, and I am here merely to answer questions. I have not come here on my own motion and I have not volunteered anything.

By the Chairman:

Q. Sir Joseph, you admit that the working out of the system is improving as the deputy ministers and the Commissioners get better acquainted?—A. I think so.

Q. And as they deal with the cases as they come up?—A. Yes. Or we are getting more used to it. I am not sure which, but I think the Commission are gradually becoming able to know the needs of the department and as they know them are giving the department greater satisfaction.—A. I think so.

Q. As a new Act and as new Commissioners there was actually some difficulty at the start?—A. Yes.

Q. You do not wish to pass any opinion on the point that I made that it might be in the best interests of the service to have a personnel board similar to the old appeal board to deal with these cases of complaints?—A. I cannot bring myself to that. I am perfectly able and willing to deal with the complaints that come to my own department.

Q. But your department does not deal with the classification that is outlined in the Civil Service Act?—A. No.

Q. And the Commissioners are supposed to administer the Act?—A. Yes.

Q. In the administration of the Act they may fairly differ with the views held by some of the chief clerks in the department, and it has been suggested by some of the employees, that it might be advisable to have a council or a personnel board to take up these cases. Do you think that would be an improvement?—A. As long as you have a Civil Service Commission, I think it would be all right.

Q. You would favour something to relieve the dissatisfaction of the employee. He cannot go to the deputy minister and have his classifications changed?—A. No. As long as the deputy minister cannot do anything for him, what is the use of the deputy minister talking about it.

Q. These points were brought out in evidence, and the Committee of course is anxious to make recommendations for the improvement of the Act, and the service, to have it work more efficiently.—A. Have greater flexibility. Let the Commission recognize the fact—take two young ladies; they are typists, shorthand writers. They are nominally on the same scale, drawing the same salary, but one of them is ten times as good as the other. Every employer of labour knows that.

Q. How would that work out on a superannuation bill?—A. It is not an easy subject. It is in fixing their remuneration that you would fix their superannuation.

Q. The Committee learned and are of the opinion that it is the intention of the Government to bring down some form of superannuation in the near future.—A. I do not know about that.

Q. And it is, I think, generally the belief of the Committee that a superannuation bill should be brought down. In connection with bringing down a superannuation bill it has been suggested that we would have to have a simplification of classification before it could be done.—A. There is very much need of it.

Q. You are strongly in favour of a simplification of classification?—A. Strongly in favour of it.

Q. What is your opinion on the question of salaries and bonuses? At the present time they are working under a salary with the addition of a bonus. Before superannuation is brought down it would almost be necessary to have some correction in that line. Could you give us any advice on that point?—

A. What is the prevailing view? There is no question of competing there, exactly. My own individual idea is that the bonus system should ultimately be done away with, and that a man or woman should be paid a salary commensurate with his or her services, and in proportion to the value of their services. That would be my idea. I have been 45 years in the Service and I have never had a bonus. The McKenzie Government dropped it.

Q. Take the case of a man who had been in office, let us say, a postmaster, and he had in his employment a chief clerk, who was very efficient in that municipality—it would not necessarily mean what his political leanings were at all.—A. No.

Q. Do you think it should be the right of the department to promote that man to the position of postmaster without applying to the Civil Service Commission to advertise for someone to fill that position?—A. Certainly I do, because I think it would be a much better selection.

Q. You think that would be more economical to appoint the man who would be already on the job?—A. Yes.

Q. Regardless of any competition, you think that would be wise?—A. I do.

Q. Do you think that in the case of a rural or a revenue post office where the staff is employed by the postmaster, where this office is taken over into what is known as the city class of post office, the men trained under the rural postmaster should come into the Civil Service on their past qualifications, without having to go through the whole routine of an examination?—A. Yes.

Q. You think that should be done?—A. Yes. Oh, yes.

Q. There has been a good deal of criticism in the press, and I think probably there is a difference of opinion as to whether it is fair or unfair as to the action of the Civil Service Commission in releasing certain bothersome small positions from the scope of the act. Did you have any experience with the Civil Service Commission, following the findings of the Spinney Bill?—A. I never had any conversation with them except in individual cases in which I was interested. That is what I say, that we always recognized they are here to stay.

Q. The deputy ministers and the Commissioners are sincerely endeavouring to try to improve the service by co-operating more, as time goes by?—A. I think so.

Q. You think the feeling is becoming better towards the efficient co-operation of the service?—A. Of course it does not touch the question of principle.

Q. The point I am trying to make is this, that you feel that where the Commissioners themselves and the deputy ministers are in conference, such as was suggested in the Spinney report, where they decided that a position is more economically and more efficiently handled by the department direct than by the Civil Service Commission, or where the Commission feels it is more economically filled by themselves than by the deputy, that that viewpoint should be regarded?—A. I think the more the Civil Service Commission relinquishes it, the better.

Q. I might explain that in the course of a debate the question arose as to the advisability of any one position being under the Civil Service or under the department; with endless arguments and no particular definite decision arrived at. I think under the old Committee there was a reference made that was not carried out, that the deputy ministers and the Commissioners should meet and discuss the point and come to a decision as to which one could more efficiently handle it.—A. I do not think it was done.

Q. You do not think it was done?—A. I do not think so. Of course an election intervened probably. However, the efficiency of the service and the economy of the service are of course of interest to this Committee?—A. Yes.

Q. And if the deputy ministers and the Commissioners can and do work better together, it is natural to suppose it will be more efficient and more economical as time goes along?—A. Yes.

Q. That is really all I wished to ask the witness. Has any other member of the Committee any questions to ask?

By Mr. McBride:

Q. In giving this evidence, you do not refer to any other person's ideas than your own?—A. None except my own, individually. I have no right to speak for anybody. I came here in obedience to the instructions of the Committee.

By Hon. Mr. Marcil:

Q. You are one of the oldest deputy ministers in the civil service?—A. Yes, except Mr. Newcombe.

Q. Before having the Department of External Affairs, you had the Department of Secretary of State.—A. Yes, I was 13 years there.

Q. That gave you many opportunities to see the workings of the Service? —A. Yes. because in those days it took the place, as it were, of the Civil Service Commission. At least, in a sense it was the civil service centre.

The witness retired.

Mr. THOMAS MULVEY, called, and sworn.

By the Chairman:

Q. Will you kindly give us your name?—A. Thomas Mulvey.

Q. What is your position?—A. Under-Secretary of State.

Q. Have you a statement you wish to read?—A. No, I have no statement. I had intended to prepare one, but I was not notified until this afternoon at 3 o'clock that you wanted to hear me to-night, and for that reason I did not have an opportunity to prepare anything. I have some very definite views regarding the Civil Service Commission, however, and I can give them to you, not in perhaps as good a form as I should like, but as well as I can. I agree very very largely, almost entirely, with Sir Joseph Pope. I think there are two fundamental mistakes in the organization of the Commission as it is. I want to say too, that I have no quarrel with the Commissioners, and that they have in every way endeavoured to work out a system, which I think presents difficulties that can not be overcome. That is my view. On every occasion I have had anything to do with the Commissioners I found them ready to discuss matters and meet the situation as well as possible. There are two principles which I think will always interfere with the working out of the Civil Service Commission as it is constituted at the present time. The first one is that given by Sir Joseph Pope, and it is that it interferes with responsible government. Our forefathers fought for many years to establish responsible government, but it seems to be the modern notion that we can improve things by doing away with it. The administration is in the hands of individual members of the Government, and I think when you do anything to detract from their full authority in administration is this: it was laid down a very long time ago as a fundamental principle of democracy. When you set up independent commissioners, I do not care what kind they are, that are not responsible to Parliament, to the people, you are interfering with the fundamental principles of our government, which as I say, we have taken many years to establish. Now, the next point which I think is infringed upon in the Civil Service Commission, as at present administered is this: it was laid down a very long tme ago as a fundamental principle of conduct that a man cannot serve two masters. I intended getting the exact quotation, but you all know what it is.

By Mr. Shaw:

Q. Where is it from?—A. I think it is in the New Testament, but I will not refer you to the verse and chapter. The civil servant at the present time takes his directions from the deputy minister, but he looks for promotion and preferment to the Civil Service Commission. Now, I believe there should be a Civil Service Commission. Do not take my remarks as trying to do away with it. I think there should be one, but I think the principles under which it is at present constituted are wrong. Now, in my own experience, I find that a great deal of dissatisfaction is growing up in the department just for that very reason. I think, as every business man knows, the person who must distribute favours is the man who gets the work done, and when you get away from that you are putting things on a wrong business principle. The Civil Service Commission, so far as holding examinations for admission to the service is concerned, is, I think a most admirable system. I can say quite frankly too, that with some exceptions, which are quite apparent, we have been very well satisfied with the clerks the Civil Service Commission has sent us. I cannot say that is always so. In some cases we have had to return them to the Commission, but generally speaking, they have been satisfactory. Now, I have not any doubt that if the Civil Service Commission and the deputies got closer together they might make things work more easily. We would cure a whole lot of the difficulties which are at present apparent, but it would not make the system as it should be, because as I say it is the wrong principle and we will merely break out with troubles elsewhere. In dealing with public matters the same as any others, there is no necessity for courting trouble, and the experience of centuries I think has laid down the two principles which I have just stated. So far as the Civil Service Commission is concerned it cannot be put on a business basis, it is not a business matter at all. The civil service was established for service, not for profit; its service should be effective, and that is the main point that should be looked to in my view.

By Mr. Parent:

Q. Can you supplement that and qualify your statement; you say it is not on business basis at all, the Civil Service Commission?

The CHAIRMAN: He is not speaking of the Civil Service Commission.

WITNESS: I say it is for service and not for business. I know in the State Department we have to keep a staff of clerks, and it often happens that for two or three days they have nothing to do, and the fourth day they are overworked. You must have them there or you cannot carry on the business of the department. A business concern is in a different position. These are amongst some of the reasons I say they cannot be put on a business basis.

By Hon. Mr. Marcil:

Q. You have no dividends to pay?—A. No, we pay a good profit; we more than pay our way.

Q. It is different from a business concern?—A. Exactly so. Our purpose is not to pay dividends; our purpose is to give service and to give effective service.

Q. That is the difference with a business concern?—A. Yes. There has been a whole lot of talk about patronage, and I don't know whether I am called upon to give my personal views upon the subject, but since I have an opportunity I would like to do so.

By Mr. McBride:

Q. Let us hear them?—A. I believe patronage is the democratic way of appointing to the Civil Service. Every member of Parliament knows that if he makes a nomination that is not a proper one he is going to be put in his place for it the next time he comes before the people. It is the real democratic method of controlling these things. There may be a lot of mistakes. You must remember that in any system you wish to put up you are going to have mistakes; you should have the system that you can remedy the easiest, most easily if mistakes are made, and the people have it in their hands every four years to remedy it if they see fit.

Q. I can give you a little instance I was up against; there was an Indian Agent to be appointed at Kamloops, and fifty-two letters were written to me to get that job. Every one told me they voted for me, and the whole family voted for me. Supposing I had the appointment—I am very pleased to say I did not—?—A. You would not have the appointment under any consideration, you can merely recommend to the minister in charge.

Q. Supposing I did recommend somebody there would be fifty-one enemies at the next election if I run?—A. That is the good politics of it; it put the responsibility on you, and you have to look after yourself as well as look after the position that is to be filled, and that is why I say it is the democratic method of doing business.

Q. I do not want to be a Member of Parliament if I have to make appointments?—A. In the discussion that has gone on with respect to patronage there has been another phase of the Civil Service Commission that has been discussed also; it has been called the merit system, and the question has been usually asked why should we have the patronage instead of the merit system? It has some merit about it, no doubt about that; it would be a poor thing if it did not have some; but I would not call it a merit system, not by any means. It has merit to this extent, that promotion does not go by mere seniority, and I think that has been a very effective improvement in the service. It has some merit in admission to the service, although I must say that the best clerks that we have had in the State Department have been trained in the State Department, and it is the training they got there that made them efficient. So far as merit is concerned it is putting the man who does good service, or the woman who does good service ahead of those who do not; I do not see it in the present system at all. That is one of the effective elements of the merit system; I have never been able to see it in the system we have.

By Mr. Chevrier:

Q. How is that, would you make that plainer?—A. In what way?

Q. You say that under the present system you have not yet been able to find—?—A. That is all I have to say, I have not been able to find the merit in the system. It is called a merit system, and I say it is not a fair description to give it.

Q. I must admit I did not quite grasp that in your last statement?—A. I say I do not consider that it should be called a merit system, because I do not find there is merit in it.

Q. Do you mean by merit that it does not recognize the principle of merit? —A. Exactly.

Q. In what way, in appointments or promotions?—A. In promotions. What I say is that if a man does give effective work in a department there is no reason why he should be singled out for promotion more than anybody else; his merit does not promote him.

Q. Under the present system?—A. No; as I say I see no element in the present system that brings that about.

By Mr. Rinfret:

Q. Do you mean it is too automatic?—A. I do not know, I am not trying to give an explanation of it, I do not know the cause of it, but I say I do not see that in it.

Q. From experience?—A. Yes, there may be others who do and they can give you the reason for it; I say I cannot.

By Hon. Mr. Marcil:

Q. Are the promotions in your department all made by the Commission? —A. Yes, they are always; they have been since 1918 at any rate.

By the Chairman:

Q. Are they not made on the recommendation of the department?—A. Well, they may be, but the departments make many recommendations that are never considered.

Q. What percentage of recommendations that the departments make are not considered?—A. I could not give you the percentage; the accountant is the only man that can give you percentages.

Q. Have you in your mind any feeling that any injustice is done to your recommendations for promotions by having them turned down?—A. I think I can fairly say that the whole State Department has been unfairly dealt with in the classification throughout.

Q. Not by the desire of the Commissioners?—A. No, I do not think so, I am quite sure of that; I think it was caused by officials of the Civil Service Commission who were either incompetent to judge of the work that was being done in the State Department or some similar reason to that. I do not attribute it to the Commission at all; in fact, I know cases—when I say I know of them I have been told of them—where recommendations were made and they were simply pigeon-holed by officials there and never received any consideration by the Commission. As far as the classification is concerned I think it has never been effective in any respect whatever; it has merely put a new tag on everyone in the service. If there had been an organization of departments and then the classification on that organization, I submit good progress might have been made. I happened to be down at the Printing Bureau when the reorganization of that department took place; it was fairly efficient and the classification was made after the organization, and I think that good work was done down there—I do not think as good work as might have been done by the organizers there, but still they did good work.

By Mr. Drummond:

Q. Tell us what you mean by the organization of the department?—A. We have say a staff of half a dozen in one branch and a staff of half a dozen in another, and a staff of a dozen in another. Some of these may be overmanned and some of these may be undermanned. It may be that work should be better distributed from one to the other of these branches than is done at present. We are working on a system that has been in existence for the last fifty years; it could be improved, I have not any doubt.

Q. Are you aware of any suggestion or any report that has ever been made for a reorganization or an organization of a different kind—?—A. No, I do not know of any. There was a reorganization for instance down in the Printing Bureau, which as I say was not complete, but it did very effective work, and the classification after that was done brought efficient results. But the mere matter of going around the different clerks in the various departments and putting new tags on them I do not think has brought about any very great results at all.

Q. You do not know of any official that was ever asked to make a report in regard to organization?—A. So far as I am concerned I do not know, no. I have always felt that the State Department could be brought into more efficient condition than it is at present, but it is not my duty to do it. I recognized that immediately. To some extent I was glad that the responsibility of reorganization was not put upon my shoulders; I say it is the Civil Service Commission that does that; that is one of the bad effects of dual control. If I was called upon by my minister to say "Can you reorganize your department more efficiently" it would be up to me to do it; now I can say the Civil Service Commission should do that.

By Mr. Shaw:

Q. Do I understand that you cannot reorganize your department now if you want to?—A. I do not see how I could. I cannot classify anybody, I mean change anybody from one position to the other except in the same class.

Q. Do you suggest that the Civil Service Commission can go into your department and reorganize it?—A. They have done it in two or three departments.

Q. They cannot go into a particular department unless at the request of that department, is not that right?—A. I do not know.

Q. Have you ever requested the Civil Service Commission to go in your department and reorganize it?—A. No.

Q. Are you satisfied with the organization in your department first of all?—A. No; I think it could be improved.

Q. I suggest you look up the statute and you will find you can call in the Civil Service Commission, and I imagine they would be glad to come in and fix you up?—A. I have never looked into whether it could be done or not, but I venture to say that it is the minister who should ask for that reorganization, not the deputy.

Q. You suggested that the Civil Service Commission did not give effect to the recommendations with regard to promotions made from your department? —A. Yes.

Q. And you say in a large number of cases?—A. It could not be a very large number of cases because the State Department is a small department.

Q. Take the last year, how many cases of promotions?—A. I cannot tell you.

Q. Can you give me any idea in percentage?—A. No; if you want that information I can get it for you from the Accountant's branch.

Q. Would you say it would be as much as 50 per cent?—A. I could get you the actual figures; I am not going to make any statement because I do not carry it in my mind, and I have nothing to indicate how many there are.

Q. You said a large number of cases?—A. I can say a large number of cases, and four may be a large number.

Q. Four is a large number—?—A. Surely, yes.

Q. You would suggest that there are two great mistakes in connection with the reorganization of this commission?—A. Yes.

Q. One, that it interferes with responsible government?—A. Yes.

Q. That argument would necessarily mean if it was given effect to that the Commission should be abolished?—A. No, it does not; it should be made responsible; that is all.

Q. Whom would you make it responsible to?—A. I suppose that it might be said that it is responsible to Parliament at the present time.

Q. I think so; to whom do you want to make it responsible?—A. It should be made—I am speaking not particularly, and in my remarks we are not par-

ticularly speaking of the Civil Service Commission alone; I said all kinds of commissions.

Q. What you said was this, that the Commission in so far as any commission operates, is an interference with responsible government?—A. Yes.

Q. And that does not make any difference whether it is the Civil Service Commission, the Railway Commission, the Waterways Commission, the Grain Commission, or any other commission. If your argument has any effect, would you not admit that it would necessarily mean the retirement of all these commissions?—A. No.

Q. Where is your distinction?—A. The Railway Board is partly a judicial body which puts it on a different basis altogether, and on questions of fact there is an appeal to the Privy Council itself. Take the Waterways Commission, it is directly under the control of a member of the government.

Q. Which member of the government?—A. The Prime Minister; it is attached to the Department of External Affairs.

Q. So that your objection to the Civil Service Commission is that they are responsible directly to Parliament?—A. That is rather perverting my statement.

Q. I mean as between these various other commissions?—A. I know that that is your argument which I do not adopt, and I am not going to have my words changed about through the process of argument in that way. What I said was that it interferes with responsible government, because the minister who was responsible to Parliament for the administration of his department has not full control of his department.

Q. I see.—A. That is the reason which I gave.

Q. The Civil Service Commission because it has something to do with the men in the department constitutes to that extent such interference—?—A. Yes.

Q. A violation of the principle of responsible government?—A. Yes when you have dual control of any kind it easily gives the opportunity of passing the buck as we call it.

Q. So that it is a case I suppose of between the devil and the deep sea, patronage on the one hand and passing the buck on the other?—A. Yes.

Q. That is what it is?—A. Yes.

Q. And of course you have already indicated that in your judgment patronage so called is the more democratic way?—A. I believe it is; I am only expressing my personal view upon the subject.

Q. How long have you been in the service?—A. I will be fourteen years on the first of June next.

Q. What is the size of your department approximately?—A. When I came to the department 1st June, 1909, there were 32 permanent and one temporary, total 33. On the 1st April of this year there were 74 permanent and 48 temporary, making a total of 122.

Q. So that your department has grown very considerably in the meantime? —A. Yes.

Q. Taken over new duties I suppose?—A. Yes.

Q. Is there any overmanning in your department?—A. No; we are letting some of the staff out; we are letting out two or three this year.

Q. Is there any overlapping in the work of your department with any other department?—A. I cannot say that there is.

Q. Have you investigated to ascertain?—A. I think if there was I would know it first.

Q. From whom would you know it?—A. I would see it on my desk every day.

Q. In what way?—A. By the correspondence and everything that came before me I would see there was overlapping.

Q. I mean overlapping of the work of your department with some other department?—A. I say if there was such I would see it on my desk every day.

Q. How would you see it on your desk?—A. Because I would see it coming to me, matters that should properly go to somebody else or work I might do or somebody else might do.

Q. So you are satisfied for that reason, that there is no overlapping?—A. Not that I know of.

Q. Can you tell me whether or not there is any overlapping in the work of other departments?—A. I do not know anything about other departments. I would not undertake to express an opinion on a question of that kind. I have no accurate knowledge of what is done in the other departments. I know what they do generally of course, but I do not know their methods. It would require more knowledge than I would have in dealing with the other departments, to know how they carry on their business.

Q. So that every department is a sort of little world in itself, each one responsible to its minister?—A. You can put it that way if you like, yes.

Q. And you carry on your own duties without reference to the work of the other departments?—A. No, I will not say that.

Q. Except in so far as it affects you?—A. When another department is involved, with anything that is done in the State department, I consult them. There were two or three things that came up recently, where applications were made for the incorporation of companies that had a relation to the Health department. I referred to them to see if they had any objection to the companies being incorporated.

Q. That is not overlapping?—A. No, but I give you that instance to show that there is co-operation between the departments, and that they do not go on in their own sweet way without reference to anybody else.

Q. Is there co-operation between the departments and the Civil Service Commission?—A. I can only give you my personal experience on that subject. I have endeavoured to co-operate with them on every occasion when I could.

Q. Have you heard of any lack of co-operation by any other departments?—A. Do not ask me to answer that.

Q. Why? Is it too incriminating?—A. No, I cannot answer for other people.

Q. But you have been here in the Service fourteen years and I thought perhaps you might be able to assist us.—A. I am not going to make any statement here that is based on gossip and that would be the only way I could get information of that kind.

Mr. SHAW: Mr. Chairman, I would like to have the Civil Service Commission present a list of the promotions made in Mr. Mulvey's department, and we will see to what extent his recommendations have received proper consideration.

By Mr. Garland:

Q. Some little while ago Mr. Mulvey, you said that promotions sometimes were pigeonholed by an official in the Civil Service Commission?—A. Yes, I said that I was told that by one of the officers in the department. That is how I got the information.

Q. That would be classed as gossip too, I suppose?—A. No, I don't think it is gossip, because I asked this official to get the information for me and that is the information he gave.

Q. You have not a concrete case that you can give us?—A. I am quite prepared to give you the incident and everything else, if you desire it, the one I had in mind when that was asked. I have not the correspondence here on the subject but I can get it.

APPENDIX No. 5

By Mr. Shaw:

Q. Give us the name of the person involved, Mr. Mulvey and we can find out about it for ourselves.—A. I do not think you ought to ask me that.

Mr. CHEVRIER: That would not be fair. Give the whole thing or nothing at all. Mr. Mulvey says it is not gossip.

Mr. GARLAND: It was my intention that he should give the whole thing, when I asked the question.

Mr. SHAW: Why not clean the whole thing up?

The WITNESS: I will give you the incident and the names, if you wish. I made a recommendation for the promotion of one of the engrossing clerks. The investigators who came up to the department came to the conclusion that engrossing was just a fad and there was no necessity for it. When it was referred it went to them and they pigeonholed it. When the circumstances came before the Commissioners themselves, they immediately made the promotion.

By Mr. Shaw:

Q. What do you mean by "engrossing"?—A. The commissions of the judges, for instance, and those of the members of the Government are all engrossed on parchment. That work requires an expert to do it..

Q. You do not use a machine for it?—A. No, by no means. It is quite artistic work.

Q. That is so that they can frame the commission?—A. Yes, I believe they do.

By Mr. Garland:

Q. Did the official who pigeonholed your recommendation get any reprimand from the Civil Service Commission?—A. I do not know anything about that.

By Mr. Chevrier:

Q. As deputy minister, have you anything to say as to who should have the appointment of the labouring classes?—A. No, I have no labouring classes.

Q. Do you think that all appointments into the Civil Service should be by competitive examination?—A. No, I would not say they all should. I think the system which prevailed before 1908 was an excellent one. I am giving only my own personal views. If I wanted to find an expert to do business for me, I would not choose him on an examination at all. If I wanted to get a lawyer for instance in the State department, a young man who would develop, I would likely go to the Dean of McGill University law school, or the Principal of Osgoode Hall and ask him to pick me out two or three that I could interview. An examination would not show the man that I want. And I venture to say that in any technical branch the same thing would apply.

Q. Supposing they took the appointments to clerical as distinguished from technical or administrative positions? The appointments under the Act of 1908 were governed by section 13, that appointments to positions in the inside service then—and let us make it apply to the outside Service now—for clerical positions, shall be by competitive examination, which shall be of such a nature as will determine the qualifications of candidates for the particular positions to which they are to be appointed, and shall be held by the Commission from time to time in accordance with the recommendations made and approved by the Governor in Council. Now were you satisfied with the appointments made under the Act of 1908, provided they were carried out in that way?—A. My experience was that they were perfectly satisfactory.

Q. For the appointment of technical officers, what would be your suggestion?—A. I think the minister should appoint them.

Q. When you came to promotions, under the old Act, section 24 said that promotions other than from the third and second class, should be made by merit, upon the recommendation of the head of the department, based on a report in writing of the deputy head accompanied by a certificate of qualification by the Commission to be given with or without examination as is determined by the regulations of the Commission. How did that system work in those days, did you find any fault with it?—A. I never had any difficulty with it. That is about the only answer I can give.

Q. That is, that under that system whenever it was a case of promotion you exercised your discretion and judgment and took the responsibility?—A. Yes, it should be done upon the responsibility of the minister and the minister holds the deputy responsible for giving him proper advice respecting it.

By Hon. Mr. Marcil:

Q. Has the present system brought about a greater efficiency and economy in the service?—A. Well, the present system, as I say, you may improve it, you may change it, you may overcome difficulties which it at present presents, but I say that it is a system that is based on a bad principle.

Q. As regards efficiency and economy in the service, has that been achieved?—A. It is very diffcult, Mr. Marcil, to answer that question; very difficult indeed. I may say that my experience is that it has added very greatly to the expense of the service. In the first place the number of regulations which have been passed and amended have become such that no one can keep track of them. I understand that in some of the departments it is necessary to have men who devote themselves to keeping track of the civil service regulations and that is their only duty. That is a bit of gossip too. I don't know what department that applies to.

By Mr. Rinfret:

Q. You have compared, Mr. Mulvey, the number of servants in your branch to-day with what it was when you came into the service some months ago?—A. Yes.

Q. Did you include in the figures of the previous year, the External Affairs branch?—A. No, there was no External Affairs branch.

Q. In 1909, did the figures that you gave include the External Affairs branch?—A. No, it did not.

Q. Was there no External Affairs branch then?—A. Yes, the Department of External Affairs was established, and the Department of State went on as it was. There were a few taken from the Department of State as a nucleus from which the Department of External Affairs was made up.

Q. In what year was that done?—A. The 1st June, 1909, when I assumed my present position.

Q. There is no outside service coming under your department?—A. No.

By the Chairman:

Q. Mr. Mulvey, you referred to reorganization as being essential before classification could be made most effective?—A. Yes.

Q. In dealing with the question of superannuation, do you think reclassification is desirable?—A. I know very little about superannuation. I personally was not interested in it because it was abolished before I came into the service, and if there is any superannuation established I don't see how it would do me any good. For that reason I never studied the subject. One remark I would make about it is, that the present system is unfair to many civil servants. They go on for years and years paying to the fund and the bulk of them get no benefit from it at all; they die off, or if they retire they die very shortly after,

and they get no effective return from the money they put in, and I have always thought that was unfair to them.

Q. You would be in favour of a new superannuation measure?—A. Yes.

Q. The other point I asked Sir Joseph Pope for an expression of opinion on was with regard to a council of a Board of Appeal as against classification. You have no power to change a man's classification?—A. No.

Q. You say that the Civil Service Commission is final in its decisions?—A. It is of course subject to an order in council. I would not be positive of that either.

Q. It is apparent from the evidence of the civil servants themselves that it might be desirable to have something in the nature of a personal board to hear appeals against classification and discuss matters of that kind. Do you think that would be a relief?—A. I think that the appellate tribunal they have in the Civil Service Commission did a great deal to get over some of the difficulties created by the classification. I think it did a lot of good.

Q. If there were some type of board co-operating with the Civil Service Commission represented by employees of the department, to deal with and discuss with the Civil Service Commission these matters, do you think that it would relieve the feeling of discontent on classification and might correct a good deal of it?—A. On general principles I would say yes, because it brings about conciliation for one thing, and it gives people an opportunity of advancing their contention. I think it might do good. Candidly I have not investigated the position sufficiently to form a real opinion upon it, so that I would rather not express any views upon it.

The CHAIRMAN: Any further questions? Thank you Mr. Mulvey.

Witness retired.

The CHAIRMAN: Gentlemen, owing to a dinner to the Prime Minister to-morrow evening, we are calling a meeting for ten o'clock to-morrow morning. Mr. Hunter of the Public Works and Dr. Grisdale of the Department of Agriculture, will be here. That will be all this evening.

The Committee adjourned until ten o'clock a.m., Wednesday, 2nd May, 1923.

WEDNESDAY, May 2, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., Mr. Malcolm, the Chairman, presiding.

Mr. J. B. HUNTER, called and sworn.

By the Chairman:

Q. What is your full name?—A. James B. Hunter.

Q. And your position?—A. Deputy Minister of Public Works.

Q. Have you any statement that you want to make relative to the operation of the Civil Service Act, as it now exists?—A. Well, I think probably there are a few remarks that I might make.

By Mr. Martell:

Q. How many years have you been deputy minister?—A. I am in the sixteenth year. It strikes me that the main difficulty that has been encountered in administering the Act so far is that too much has been undertaken; that is, the whole Service was practically thrown on the Civil Service Commission at

once, to operate and administer. The second thing is the classification that was put into force. Now, a modification of both of these, it seems to me, would work out satisfactorily to everybody. For instance, in the case of appointments, there are a great many classes of employment in the Public Works department, that would, in my opinion, be much more satisfactorily arranged for directly by the department than by the Commission. That matter has already been taken up in the way of exemptions, and some progress has been made; but I think further progress would give much more satisfactory results. For instance, we asked that fourteen classes of positions be exempted. To give you an idea of the classes of employment that I mean, take inspectors on construction work; that is where we let a contract for a wharf, a breakwater or a public building —the appointment of an overseer to see that the work is properly carried out. I think that is a class of appointment that could much more satisfactorily be left to the department through its engineers or architects. Then there are cleaners, caretakers around public buildings; elevator attendants, heating engineers, watchmen, bridgemen, dam-keepers. In addition to those we asked to have exempted, and they were exempted, foremen. There is very little difference between a foreman and an inspector, and I do not know why the one was chosen and the other left. The foreman hires the men to carry out the work in a case of repair or small work that is done by day labour. The inspector supervises the work. Their qualifications are practically identical. Then there are artisans, labourers and charwomen.

By the Chairman:

Q. Before you pass from that—I am interested in that because I have had a case in my own riding. Where there is public work of greater or lesser size going on, the engineer, in my experience, tries to find somebody and appoints a man. I thought he appointed the men. Does that recommendation from the inspector go through you and then through to the Civil Service Commission? How is it usually handled now?—A. The way it is handled now is that the inspector on contract work has an advertisement posted—.

Q. That is on day labour work?—A. The department appoints the foreman, and the engineer's duty is to find competent men to carry on the work.

Q. In my riding the engineer on the work asked me if I knew of a returned man who would make a good foreman. I gave him a list of four or five returned men who had had a little experience, but I did not know whom he picked out until I saw the man on the job. It is a straight department appointment?—A. A straight department appointment. I do not see why inspectors should not be handled the same way.

Q. The difference is, I suppose, that the one is a day labour job and the other is a contract job.

By Mr. Martell:

Q. In the case of a day labour job the foreman hires the men, but where a firm or corporation gets a contract, then it is the policy of the Department to have an inspector to see that the contractor observes the specifications?—A. Yes.

Q. That man has to be appointed by the Civil Service Commission?—A. Yes.

By the Chairman:

Q. On the recommendation of the department?—A. The department reports on the applicants, you see, but there is no necessity for going through all that.

Q. What is the procedure following a recommendation from the departmentœ—A. Sometimes the recommendation from the department is followed, sometimes it is departed from by the Commission.

Q. As a general rule they follow your recommendation?—A. As a general rule.

Q. Your point is that there is a lot of red tape?—A. Yes, it is unnecessary to have so much correspondence about it.

By Mr. Martell:

Q. And it brings about delay?—A. Necessarily because we cannot go through all that procedure without some delay.

Q. Do you know of a case down in Inverness County, Cape Breton, where you got a nomination from the Civil Service Commission three days after the work was done?—A. I do not remember that identical case.

Mr. MARTELL: I will get the case, and produce it to you at the next session. They asked for an inspector on a job, and the Civil Service Commission gave the name of a man, and was notified of his appointment three days after the job was completed.

By Mr. McBride:

Q. How was the work inspected?

Mr. MARTELL: It was not inspected at all.

Mr. GARLAND: How long did the job last?—A. I could not tell you, but it was three months from the time the application was made that the work was completed.

Mr. BROWN: Did the inspector of the work certify that it was properly done?

Mr. MARTELL: If you were building wharves where you have to put in creosoted piling, and where you cannot tell whether it is being driven into mud or sand, it is a different matter. Mr. McBride will know that.

By Mr. Simpson:

Q. Who looks after the labour work?—A. The foreman carries out the work. He is responsible for the work, but he is overseen by the engineer.

By the Chairman:

Q. Is there not an inspector on day labour work?—A. No.

Q. Then I must have been thinking of a dredging contract. They have an inspector on that?—A. Yes.

The CHAIRMAN: That is the case I had in mind.

WITNESS: I would think that if some progress were made in eliminating more of those positions, the administration of Government work would be greatly helped, so far as the Department of Public Works is concerned. To pass on to the other point that I mentioned—that of classification; that is the method of describing and giving a title to each individual position. For instance, we have 327 different kinds of employees in the Department of Public Works, now, that is absolutely unnecessary.

By the Chairman:

Q. What caused that condition?—A. The Commission employed a firm named the Arthur Young Company to re-organize the Service and classify it. That was their system, I understand.

Q. Before that, how many did you have?—A. We just had about six or eight.

By Mr. Chevrier:

Q. Under the 1908 Act?—A. Yes.

By the Chairman:

Q. There were only six or eight?—A. Six I guess it was. They were each subdivided into two.

Q. That would be twelve?—A. Yes.

Q. The Arthur Young Co. made a classification of 327 in your department?—A. Three hundred and twenty-seven.

Q. That was a very unwieldy and unnecessary classification?—A. Yes, absolutely.

By Mr. Chevrier:

Q. That division was under sections 28, 29 and 30 of the 1908 Act?—A. Yes.

By Mr. Drummond:

Q. Tell us what the effect was on the work of the department of the increase to 327?—A. Just this, you can not operate your staff; there is no elasticity. Take a person whose duties are described as so and so or such and such; his duties must be very similar to those of some person in the next room. But probably a sentence was added to the definition of his duties, and you cannot transfer say a clerk stenographer and use her as an account clerk or a clerk-bookkeeper. These are some of the classified titles that are given. There is no way of utilizing your staff where they are most needed. You cannot get the same punch to your staff. Perhaps I have not made myself very clear. For instance you have a position in the accounts branch and a stenographer is probably the best fitted person in the department to fill that position, a stenographer cannot be made an account clerk. I could not send her over to the accountant's office and use her there and appoint another stenographer. That position has to be filed according to the description of the qualifications. The result is that there are 327 sort of water-tight compartments in the department, and each has its own line of promotion to certain other positions, supposedly to a similar line.

Q. Has that had any effect in the way of overlapping or over-manning or anything of that sort?—A. No, it has not had either effect that way, but it has had this effect that you are not able to use your staff when and how you want to use them, which was the case before. In those divisions you have clerks, stenographers, clerk-stenographers, junior clerk-stenographers, account clerks, clerk-bookkeepers, and other classes. In fact you might say that the clerical help for the department is divided into divisions. Before you could use an individual anywhere, but now you can only use him to do a certain set of prescribed duties.

By Mr. Drummond:

Q. A remedy for that according to your suggestion is that the organization should be done by the department itself?—A. No, but the Commission can do the organizing. I would, however, have the clerical staff divided into divisions so that you could use them wherever you wanted in the department and say put a limit of salary if you like, $2,000 or $2,400 underneath that salary for divisions just as it was in 1908; go back to the 1908 divisions for a part anyway of the staff. It is all right to describe the duties of a certain special office, there is no trouble about that, because there is only one or a few of that kind of office in each department; no difficulty about that, but as regards the general run of clerks, the mere fact that we had twelve divisions in 1908 and now have 327 is evidence I think that it is overdone.

By Mr. Simpson:

Q. Speaking of the twelve divisions, have you reference to the inside service only?—A. No; I am speaking of the whole service; these 327 include everybody in our department.

Q. Speaking of the twelve divisions you refer to—A. We had fewer outside; take the engineering staff, we simply had a district engineer, senior engineer, assistant engineer, junior engineer and a clerk.

Q. That would be one branch?—A. Yes; that did not follow the line except approximately of the inside classification. This was a classification by title, but we had just five or six different titles. Now, in the engineering staff we must have thirty or forty. There is no necessity for subdividing and splitting up finely the different duties of engineer. You can take an engineer and you can put him in a grade, but now they are all split up and each fellow that has some little peculiar qualification has a title; he is, for instance, a hydrometric engineer.

By Hon. Mr. Marcil:

Q. Has that tended to efficiency and economy in any respect?—A. It has tended to inefficiency; it has made unrest. If there is any difference, as there is in these different classified salaries, the employees are sitting down studying the book to see if they cannot make out that they are so and so, instead of attending to their work. They are all the time coming to argue with me that they should be so and so, "I am doing this; he is a hydrometric engineer, why am I not?" I say, "Run away, I don't know why you are not; you are not, that is all."

Q. Has this system brought about any economy?—A. The classification has not brought about any economy. The Civil Service Commission would have the same control in any respect in that way as it has now.

Q. Has it increased the cost of the staff of the department?—A. Well, we have not increased our staff, but very little.

Q. The subdivisions of all these positions?—A. It has thrown a lot more work uselessly on the existing staff.

Q. No compensating advantage?—A. No compensating advantage.

By Mr. Shaw:

Q. Do I understand from you that if you gave directions to a stenographer, we will say, to do some work as an account clerk, although I cannot imagine a stenographer properly, if qualified to do that work, but we will suppose you gave that instruction and the stenographer said, "No, I won't do it, I do not belong to that class," would you be justified in discharging that stenographer?—A. That would not happen, because I would not under the present circumstances—I have not the authority and would not instruct a stenographer to go there.

Q. Why have you not the authority?—A. Because I can only use people where they are classified.

Q. The law says you have no authority to take, for instance, a junior stenographer and ask him or her to act as a senior stenographer?—A. No.

By Mr. Chevrier:

Q. The law does not say that in so many words, that is the effect of the classification?—A. The classification is a part of the law.

Q. There is no explicit stipulation that it cannot be done in that way, but that is the classification, which is the law?—A. Yes.

By Mr. Shaw:

Q. I put this proposition to you: suppose you directed a junior stenographer to do some work that ordinarily is done by a senior stenographer; do you mean to say or to inform the Committee that you would be acting entirely outside the bounds of your own office?—A. Yes.

Q. You say that is the law?—A. I say that is the way the law works out as it is administered.

Q. Is it the law in fact?—A. Yes, I would say so, because the statute falls upon the Commission to classify the service; they classify them under regulations which are backed by the statute, and that is what those regulations say.

Q. Have you ever tried it?—A. No, because I try to live within the statute, to carry on the department as best I can within the statute.

Q. You have taken it for granted that you have no right to give such directions as in the case I have indicated to ask a junior stenographer to do the work of a senior stenographer, and you have taken it for granted that that is what the law says, and therefore you have not tried to do it.

Mr. MARTELL: That is in another class.

By Mr. Shaw:

Q. I understand, because I don't think it is right at all; that is the situation as you understand?—A. Yes.

Q. When I came in you were speaking about the advisability of exempting further classes from the operation of the Civil Service Commission. You have heard about some complaints being made about your filling positions already exempted, have you not?—A. They have not reached me.

Q. I think there have been some complaints in your own department about the manner in which the exempted positions have been filled by the departmental officers; the suggestion is that you are not maintaining the preference which returned soldiers are entitled to. Will you please indicate with regard to the classes already exempted the procedure in your department for filling a vacancy?—A. The procedure if a vacancy occurs—

Q. Take in Ottawa, so that we will have a concrete illustration of it?—A. In Ottawa when we want to appoint anybody to the artisan staff the superintendent of buildings takes the matter up with the local members and they go over a list of names and he selects a qualified man; that is the way it is done.

Q. There was a letter produced in evidence here—I have forgotten for the moment whether it was from your department or not—in connection with an appointment in Winnipeg in which the applicant was referred to the Liberal Association in Selkirk I think it was; would you know anything about that?—A. No.

Q. What I want to get at particularly is just what assurance have you got that the law in that regard is being obeyed, or do you go into that matter yourself personally?—A. No, I do not.

Q. Who does in your department?—A. The general instructions are given to the engineers or architects as the case may be, requiring to make these appointments, the lines they are to be made along, and they carry them out, and where there is no complaint heard I presume they are carrying out their instructions.

Q. I just recommend your attention to the evidence that has been given before the Committee, because there is apparently some principle that it is not being carried out, and my recollection is that it is in your department?—A. I have not any hope of administering any system, or getting any system, that somebody won't complain about. There will be complaints no matter what you do. There are complaints with the Commission; there are complaints with the department; I cannot hope that there will not be complaints.

Q. You see the conclusion I am liable to draw is this: if you cannot administer the exempted positions efficiently in compliance with the law, why should we add to your burdens further by recommending the exemption of further classes?—A. If your assumption were well founded perhaps there would be some ground.

Q. You cannot tell whether it is or not?—A. I do not believe it is.

Mr. MARTELL: Argument from a single instance is a logical fallacy.

The CHAIRMAN: I don't think there were very many instances given of non-observance of the Act. We had more evidence with regard to the elevators, that is as to the preference for disabled men.

Mr. SHAW: I am speaking of the evidence of Mr. MacNeil, where he said if you want to get 100 men I will go out and get them for you, when there was some question raised about getting instances.

Hon. Mr. MARCIL: Mr. MacNeil did not insist on these positions under $200; he was not very strong on them.

Mr. SHAW: The exempting order in council said that in all these cases the returned soldier preference must be maintained. Now, Mr. MacNeil comes along and he says the department's heads are not maintaining that preference, and therefore, under those circumstances he suggests that even the exempted positions go back to the jurisdiction of the Commission.

Hon. Mr. MARCIL: The appointments being made under $200 the soldiers were not very anxious for.

WITNESS: I put it to you this way, of course the returned soldiers would want 100 per cent, he would want to get every appointment, and the provision that was made in the Act said the returned soldier should get it if he has minimum qualifications. That detracts from the service. If you load up a service with men of minimum qualifications you are going in a few years to have a pretty poor service.

By Mr. Shaw:

Q. Your recommendation to the Committee I take it would be that the preference which the returned soldier obtains under the law be removed?—A. No, I am not recommending that at all.

Q. What is it that you recommend?—A. That it be given consideration; I would not recommend he be given 100 per cent consideration as he wants to be given.

Q. The exemption order states the consideration which should be given to him?—A. Yes.

Q. You object to that, do you?—A. No, not at all, and it is being carried out, he is being given a preference. Supposing he was getting a preference of say 60 per cent under the Commission and say getting 50 per cent under the department, he would complain, but 50 per cent might be all he would be entitled to get.

Q. You judge as to the amount of preference he should get?—A. Yes, that is a matter of policy, whether the Commission or the Government fixes it.

Q. So far as your department is concerned?—A. So far as our department is concerned we give the preference in making an appointment that we have the making of to the returned soldier.

Q. Tell me the degree of preference you give?—A. I don't know that I can state any exact percentage; I have never worked that out, but it would run half and half. I can state that with a certainty, that half the appointments are going to the returned soldiers, and I think possibly more.

By Mr. Rinfret:

Q. Has it been your experience that a number of returned soldiers have been appointed under the system of preference, and have proved wholly incompetent?—A. Well, I don't like to make any general statement; of course there have been a few that have proved incompetent, yes, and we replaced them. They were nervous, excitable, shell shocked men.

Q. I think they should be given some preference, but it should not be so large as to allow incompetent men to get into the service.—A. That is the very thing. That is my idea exactly. Of course that would decrease the difficulities a great deal in the making of appointments. We would not take a man who could not come up to the qualification; we would not accept him in any event.

By Mr. Drummond:

Q. The statement has been made that appointments have been made as they were under the old patronage system. Do you know anything about that? —A. Only what I hear, that each electoral constituency has its own committee, that each member has a set of advisers.

Mr. MARTELL: There is no patronage committee in it at all. Wherever an appointment has been made, a returned soldier has got it if at all possible.

WITNESS: I think ever since I have been in Ottawa, whatever parties have existed, they have always had their workers here.

By Mr. Drummond:

Q. Do you know to what extent the workings of this Committe have affected appointments that have been made?—A. I don't know. They have advised the members, I suppose. They do not advise the department. They are the members' Committee, not the department's Committee.

By Mr. Shaw:

Q. The department gets those recommendations from the members?—A. The department goes over such names with the members.

Q. Do you do that yourself?—A. No, sir. The superintendent in charge of the staff does that, wherever an appointment is being made.

By Mr. Drummond:

Q. I am afraid you did not catch my point. What I meant to say was that the inference was made, as I understand it, that this patronage committee worked in conjunction with the department?—A. No, sir.

Q. In regard to appointments?—A. No. I do not see that there is any use beating about the bush about the workings of these Committees. The thing must be run in an open-handed way. Why should it not be that the Government in power be expected to make appointments from their following, to vacant positions; that is only human nature. That has always been the case, whether there has been a Liberal, a Conservative or a Progressive Government in Ontario.

By Mr. Rinfret:

Q. They do not appoint their opponents?—A. No, sir; certainly not.

By Mr. Simpson:

Q. Why do you confine it to Ontario?—A. I am not referring to any particular political party that may be in power.

By Mr. Drummond:

Q. So with the Civil Service Commission the patronage system is still in existence, to a certain extent?—A. Yes, in that way.

By Hon. Mr. Marcil:

Q. For positions not under the control of the Commission?—A. Yes.

Q. The members for the constituencies are consulted?—A. Yes. It is a time-honoured practice.

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By Mr. Shaw:

Q. Let us take a constituency not represented by a Liberal member; where do you get the recommendation from?—A. I suppose, in fact I know, that our engineer or our architect goes to the representative of the Government in that constituency. He may be a defeated candidate or he may not be. He goes to whoever has the confidence of the minister, and consults with him.

Mr. MARTELL: Some of your candidates were consulted in regard to the Post Office.

Mr. SHAW: All the more shame to them.

By Hon. Mr. Marcil:

Q. That has been the practice ever since Confederation?—A. The minister takes the responsibility, not the defeated candidate. Nobody outside is asked to take the responsibility. That is the minister's own business, whom he asks advice from.

By Mr. Shaw:

Q. You think that that is the proper scheme under our system of responsible Government?—A. I do.

Q. Why not apply it to the entire service?—A. If we could apply it to the entire service, I would be agreeable, as far as I am concerned.

Q. That is, not simply to go back to 1908, but prior to 1908 and adopt the system we had prior to that time?

Mr. CHEVRIER: There were competitive examinations ever since 1873.

WITNESS: If there is to be an examination, it should be a qualifying examination.

The CHAIRMAN: In 1878 they sat as a Committee, as we are sitting now.

By Hon. Mr. Marcil:

Q. Is it your experience that a minister has ever appointed an incompetent man?—A. No, sir. When a man was proved to be incompetent he was let out. There might be one-tenth of one per cent of the members who would insist upon a political appointee being appointed, if reasons were pointed out why a man should not be employed and when he was not competent. The majority of the members are reasonable men, and have the welfare of the country at heart. There is only one-tenth of one per cent where they would insist upon a man being given a job because of being a political supporter, and perhaps plaguing the member to get a job for him.

By Mr. Drummond:

Q. Does the same thing not prevail under the Civil Service Commission? —A. I have no complaint to make of the men who are appointed. If we get a man who is not competent, we chuck him out, just the same as we would any other man.

By Mr. Shaw:

Q. Have you seen Mr. Hickman's letter?—A. No, sir.

Q. That was in the evidence given at the time of the Spinney investigation. Mr. Hickman said a man had secured a position as a result of the patronage system?—A. I have not seen that. If the man was not satisfactory, it was Mr. Hickman's own fault.

Q. Whatever the system is here, have you any complaints to make in regard to it?—A. No, I have no complaints to make in regard to it. We are satisfied with the men put on to fill exempted positions.

Q. Whatever that system was, did it have the effect of over-manning your staff by any of these appointments?—A. No. You could still stuff it up under a Commission as well as under any other method.

Q. But under the present system, as a result of this system has any larger number of employees in the exempted classes been forced upon you than under the Commission—if they have been forced upon you?—A. Absolutely no.

Q. Have you had any complaints from the returned men as to the fact that they were not getting the proper preference?—A. Personally I have had no complaints made to me.

By Mr. Simpson:

Q. In view of the evidence and the statements made that appointments were made after consultation with the members and possibly with the local Committee, did they find out if there were any returned soldiers available?—A. They have informed me that they got into touch with them.

By the Chairman:

Q. You know, Mr. Hunter, that your inspectors almost invariably look for returned soldiers?—A. Yes; our engineers do.

By Hon. Mr. Marcil:

Q. As a matter of fact have not a large number of inspectors been appointed who were not returned soldiers?—A. Absolutely.

Q. There are a number appointed every day?—A. Some are appointed every day.

Q. But they are invariably given the preference if they qualify?—A. Yes.

By Mr. Rinfret:

Q. I suppose those conditions you have described regarding the outside service obtain not only in the outside service in Ottawa but anywhere in the Dominion?—A. There is very little of it in Ottawa, except in our workshop staff, because our operations are carried on mostly outside of Ottawa.

Q. But everything you have said to-day would apply to the service in the Public Works branch in Montreal, for instance?—A. Yes. That is the way it operates.

By Mr. Chevrier:

Q. Are you in favour of releasing all of these labouring positions that are not susceptible of competitive examinations?—A. Yes.

Q. Those should be handled by the department itself?—A. I think so.

Q. In the case of clerical appointments, say from the early stage of a clerical appointment up to a stage where it ceases to be a clerical appointment and becomes a technical or an administrative position; how would you manage that?—A. Abolish the classified positions as they now exist, and make divisions as heretofore. We would then have four divisions, and let the Commission hold tests for those four divisions.

Q. For clerical positions they would be subject to a clerical examination under the supervision of the Commission, and you would simplify the classification?—A. Yes.

Q. For the third class, namely, those of technical, professional or administrative positions, would you leave the appointment of those to the decision of the Civil Service Commission or to the discretion of the deputy minister, coupled with his responsibility?—A. It could be handled either way. I have no particular preference either way, for those higher positions.

Q. Do you find under the present system that the deputy minister has enough scope in the administration of his department?—A. No.

Q. What do say should be done in order to give the deputy minister more scope?—A. I think the thing that would cure that would be for the promotions to be in the hands of the deputy ministers. I was coming to that as the next point.

Q. Would you be satisfied to go back to the 1908 Act, for instance, section 24, which provides that promotions from the third to the second division should be made according to merit by the Governor in Council upon the recommendation of the head of the department, and so forth?—A. That is my idea, that the Commission should be a check upon all qualifications for promotion, but that the recommendation should be left with the department.

Q. In cases of sick leave and transfers, who should handle those?—A. Transfers should be handled in the same way as promotions. They should be able to transfer within the department. I should be able to bring a man from Winnipeg, London or Toronto to Ottawa, or send an Ottawa man out on the service. I am speaking of the higher classes of officials. It should be elastic enough so that we could utilize our staff wherever we wanted to use them.

Q. Are you in favour of a superannuation scheme?—A. Yes. I think that would be a benefit to the service.

By Mr. Shaw:

Q. What about the Whitley Councils?—A. I am not in favour of Whitley Councils. The more councils you introduce the more unrest and dissatisfaction you have. It becomes more of a debating society than anything else.

By the Chairman:

Q. There has been evidence of a great deal of dissatisfaction with the classification. It is possible that a simplification of the classification might improve the service. It has been suggested that something like a personal appeal board within the Civil Service Commission might have a beneficial effect, that the civil servants themselves might feel better if there was some board to go to with their grievances, not as it is now, without an appeal. Do you think that some sort of Council such as we have spoken of would be worth while, not the Whitley Council, but a personnel council; do you think that that would have a good effect?—A. I think it would have a good effect. That has been demonstrated by the board of hearing, which was an appeal council established on the working out of the classification. If the civil servant is not satisfied with a deputy minister he asks to have the power taken away from the deputy minister and handed to the Civil Service Commission. The truth is that between the two they will not be satisfied whichever they get. So that if you can give a measure of freedom to a man to go and present his case before any board, call it whatever you like, and have representatives of the department and the Commission on that board, he gets a full hearing, argues it out, and when the final conclusion is come to and the recommendation is made, he is satisfied.

Q. On that board there would be representatives of the employees themselves?—A. Yes.

Q. You think a move of that kind would be for the benefit of the members themselves?—A. Yes. They would be satisfied that they had a square deal.

Q. I am taking an illustration from your department; in case of death or removal of an official, where his assistant had been in charge of the work at times and was fully qualified to carry on the work, do you think it would be an improvement if the department were allowed to promote that man to the position of a duly qualified assistant without applying to the Civil Service Commission for an examination of the applicants?—A. Yes. That is what I was saying,

that the duty of the Commission would be to certify that the man recommended in such a case was competent.

Mr. MARTELL: There is a concrete case now, in the assistant chief engineer. The engineer is dead. How can they promote that man?

By the Chairman:

Q. You think it would be an improvement to the service if assistants could be appointed to the chief positions?—A. I do.

By Mr. Martell:

Q. Suppose you had a case in your own department, where your chief engineer had died, and where Mr. Cameron has been acting as chief engineer, have you any authority to promote Mr. Cameron to the position of chief?—A. No.

Q. Without an examination?—A. No.

Q. Is there any position where that could come in unfairly?—A. No.

Q. I am not saying that the Civil Service Commission would do it, but there is the possibility that it could be done?—A. I suppose so; I suppose anything is possible.

By Mr. Brown:

Q. There is also a possibility that a man might be brought in under the old system; that was possible under the old system, I suppose?—A. Yes, certainly it was.

Q. What have you to say in regard to a man having taken the examinations on two different occasions and having outsiders promoted over his head?

By Mr. Chevrier:

Q. That was under the section of the 1908 Act.—A. It was a much abused section and should have never been in the Act.

Q. If the promotions were to be left in the hands of the deputy minister, I would unhesitatingly say that something should be done, that some statutory provision be put into law that this could not be done any more, and I think the Civil Service Commission deserves this protection; but if promotions were made under section 24, purely and simply with the words "otherwise peculiar", struck out of 21, then a safeguard is given.—A. Yes, I think so.

By Mr. Shaw:

Q. Have you any complaint to make about the promotions made by the Civil Service Commission?—A. No. Our relations with the Civil Service Commission have been very satisfactory. We have been co-operating in every way and working under the limitations the statutes fixed.

Q. I understand the Civil Service Commission have re-organized one or two departments. Have they ever re-organized yours?—A. No, we do that ourselves.

Q. You have never asked them to go out and help you in that?—A. No. They have passed on reorganizations that we have made. We reorganized our Engineering branch in 1921, and they approved of it. We are now organizing another branch, and that has gone to the Commission now. We believe we can reorganize better than any outsider, and we submit our proposals to the Commissioners. They quite approved the reorganization to be made in the Engineering branch. We cut the staff down.

Q. They re-organized the Printing Bureau. Your department may be in a different category from some other departments?—A. We claim it is a little better.

Q. I expect that. The Printing Bureau, I have no doubt, in their reorganization, would claim they were a very efficient department, too.—A. I do not believe they have the reputation abroad that we have.

By the Chairman:

Q. There is some difficulty, I believe, with permanent appointments, with other than the minimum rate of salary in certain localities—the Act is not very flexible at the present time. It has been suggested that the Act should be revised in that regard, to give the Commission power to make permanent appointments at the prevailing rate in localities where there are difficulties. Do you have any difficulty in that regard in your department?—A. We have had difficulty in getting employees in the north and in the west. Even in the case of caretakers, we had difficulty in getting one at Prince Rupert.

Q. I am told the Act is not very flexible?—A. No, I think the Commission should have some discretion in that respect and take the responsibility of going into the situation and seeing what is the least a capable man can be secured for and paid.

The CHAIRMAN: I was just asking your opinion on it.

By Mr. Martell:

Q. I was talking to the Chief Engineer of the Hudson Bay Railway. He is also on the Welland Canal. He tells me that in order to get engineers, when a man is temporary, you can only pay him the minimum. There is a man in a temporary appointment; he gets the minimum and he goes without the increase, with the result that it makes it difficult to get a good man, because he will not take a position for a year or two if there is no permanency in it. If you get the proper men, I should think the Commission should have greater latitude in providing for the salary for the man who is a temporary.—A. You will have to provide for that in the Act, because you will have the Justice department ruling that a temperory man may not be given an increase. There are men in our own department who have been in it for twenty years, who are technically literally temporary, and they are as valuable as anybody in the department, but that is the result of the Justice department's ruling. These men are working with permanent men, and these other men are able to get their annual increase, while the other man, who may be the better man of the three, has to remain at the fixed salary, and it creates discontent, through no fault of his own. The Justice department says you cannot pay this man under the statute. I say the statute should be amended so that we send, and that the Commission sends—.

By Mr. Drummond:

Q. Can you tell us how the total number of the employees in your department at the present time would compare with the number say of ten years ago? —A. I think there was a return brought down about that. I would not like to speak from memory in a thing of that kind, but I can give you some definite figures, though, for certain years. I happen to have the figures here, because they were asked for, in a statement I had to make up—the figures of 1914 and 1922 at Ottawa. Our inside staff was 350 in 1914. In 1922, on the 1st of April, it was 294.

Q. Would that apply to the outside staff?—A. Take the outside service in the Engineering Branch, it was 358 in 1914, and 332 in 1922. The Accountants Branch—those are the paying agencies, 11 in 1914; 10 in 1922. The Telegraph Service, 959 in 1914; 1,446 in 1922.

Q. That would be due to the increased offices?—A. Increased lines and increased employees. Every time we build a line we have to put on operators and repairers.

By Mr. Chevrier:

Q. Where are these lines?—A. Particularly in Nova Scotia and in the northwest. We are abandoning a lot of these now, where they parallel the Canadian National Telegraph.

By Mr. Drummond:

Q. In the branches of the outside Telegraph department, you have shown an actual decrease?—A. In the Engineering, yes. In the Architectural branch there has been an increase from 1,248 in 1914 to 2,474 in 1922. 900 of that are accounted for by the transfer from the Finance Department to the Public Works Department in Ottawa, what is known as the char service, men and women who clean the buildings and the balance is due to new caretakers, firemen and cleaners and so on.

Q. Had it not been for this transfer from some other sources, there would have been no actual increase?—A. If there had been no new buildings there would have been an increase, as is shown on the inside, on our other lines.

By Mr. Garland:

Q. Some time ago you said you did not receive any complaint in regard to returned soldiers being employed in different positions. Is there anybody else in your department who would get those complaints?—A. Anybody can get them.

Q. Naturally, if the appointments were made through the patronage Committee, they would be more likely to go to them?—A. They would go there, that is a sure thing.

By Mr. Chevrier:

Q. Let us be fair about this. Would not the complaints, if there were any complaints about the returned soldiers not getting preference, and they were made to your official and your official knew his duties, would he not confer with you as his deputy minister?—A. He naturally would.

Q. And if he did not confer with you, he would be susceptible of being reprimanded, would he not?—A. Yes, he would.

By Mr. Garland:

Q. Have you ever reprimanded any person?—A. Too many, according to the idea of some.

By Mr. Chevrier:

Q. In reference to the returned soldier?—A. Not with reference to the returned soldier, no.

By Mr. Garland:

Q. You are not aware of any of your under-employees pigeon-holeing a lot of those complaints?—A. No, I am not aware of that.

By Hon. Mr. Marcil:

Q. You said you had nothing to do with patronage committees, as such. If those existed, they would communicate with the members?—A. Yes.

Q. That is the system that existed under the former Union Government and the former Liberal Government?—A. It has always existed.

Q. There was a patronage committee under the Liberal Government and you had your dealings with them?—A. The Union Government was so badly mixed up I think the officials did pretty much as they pleased.

APPENDIX No. 5

By Mr. Drummond:

Q. The idea has got out through the country that the civil service has done away largely with patronage?—A. If you mean patronage to that extent—

Q. That idea is prevalent throughout the country?—A. I know that idea is prevalent, but when you get down to what patronage exactly means, what is the matter with it? It is a representative way of doing business. The people have the say. If they are not satisfied with the men the member recommends to a position, they throw him out at the next election. That is purely democratic. The people are running the show. As it is now, they have nothing to say. They file their applications and they are dealt with by people who are not representing them, and whom the Government has no control over.

By Mr. Shaw:

Q. Do you agree with Mr. Mulvey, who told us that patronage was the bulwark of democracy, one of the bulwarks of democracy?—A. I am not framing any catch phrases for head-lines for newspapers or anything of that sort.

By Mr. Garland:

Q. Some time ago the employees of your department were being paid, as they termed it, a monthly rate, and now, I understand, several of them are being paid the prevailing rate.—A. By the changes made, when the classification was put into effect with regard to artisans and labourers, they were changed from the monthly rate to the prevailing rate, so much an hour, and that has been enforced since May, 1920.

Q. As far as your department is concerned, have you any preference?—A. Yes, I think the prevailing rate is the proper method to pay an artisan on. It puts him on the same basis as the man outside, but I do not know whether there is any reason why a carpenter employed by the Government should be paid any different than a carpenter outside.

Q. Is it permanent?—A. The payment of the prevailing rate does not affect permanency.

By Mr. Parent:

Q. Have you any suggestion to make as to the bonus?—A. I think that has been the only practical way to deal with the increased cost of living, so far, and it seems to me it will have to be continued until things re-adjust themselves to some other state of normalcy.

Q. Would you work it on a percentage basis?—A. Yes, I think making the percentage larger for the lower classes than the higher.

By the Chairman:

Q. Do you not think that there are altogether too great a number of grades for the same employees? Let us take the case of one not in your department as an illustration, so that you will be able to give a free opinion on it—letter-carriers. Do you not think a man is just as good a letter carrier after a year's training as after two or three years, that all that there is to learn about the distribution of mail can be learned in a year, that the class starts too low, and that the complaint on the cost of living comes from having to put in two or three years to get a fair living wage. After the first year, the man really knows as much about that job as he did at the end of the second or third year. Do you not think these lower classes should be moved up from the bottom and fewer classes instituted?—A. I think in the case of the elevator man—an elevator man can run an elevator a week or two after he is on it, as well as he can a year or two after he is on it. There is a range of salary for that.

Q. Can you tell us what the range is?—A. From $70 to $80, or $85. It goes at the rate of $5 a month. That is, $60 a year.

Q. In each group?—A. In each group. Now, I would pay an elevator man, as soon as he demonstrated his ability to run it properly, I would pay him in that case, a fixed rate. He is just as good then as he would be in two years.

Q. It would simplify the whole matter?—A. I think it would.

Q. The same thing applies in a lot of branches of the service. It would make the remuneration more satisfactory for the men who cared to enter the service.—A. I had a case of an elevator man up with the Commission recently. There is a case now, where that situation exists to-day, where the man cannot get any increase.

Q. Would decrease of salary range necessitate any change in the Act, or would the Commission do it voluntarily, if they thought advisable?—A. The classification made the range of salary. Whether the Commission could change the salary or not, I do not know what position they take in that regard.

Q. There seems to be a general opinion on complicated classification. In view of the general acceptance of the fact, I was asking whether a change could be made by the Commission, or whether it could be made by an amendment to the Act.—A. I am inclined to think that classification as to the range of salaries was made a part of the Act. Dr. Roche may not know offhand. You would have to amend the Act.

By Mr. Chevrier:

Q. What is your opinion of the range of the life of the eligible list? I think it is section 42. Section 42 deals with compensation in the classification.—A. Section 42 brings into effect the compensation and the classification, so that would have to be altered in the same way it was created.

By the Chairman:

Q. Do you think the section should be amended to provide for the life of eligible lists?—A. Yes.

Q. I know the life of these lists is sometimes burdensome to the Commission.—A. Yes.

Q. You think the Commission should be given authority to shorten the life of these lists?—A. I think a great deal more discretion should be given to the Commission. A great many things could be ironed out with them.

Q. Your opinion is that the working of the Act, as far as the Commission is concerned, is thoroughly satisfactory, within the limits of the Act?—A. Yes.

Q. But if the Act were modified the Commission could still do better work in co-operating for the efficiency of the service?—A. Yes.

By Mr. Drummond:

Q. Coming back to the basis of salaries, if there were a basis of salary fixed, to do away with the bonus, have you any suggestion to make as to what percentage should be used that would be fair?—A. No, I have not.

By Mr. Parent:

Q. Do you know of any case where the ordinary labouring man, through the bonus, would receive a salary higher than his foreman?—A. I have not any case of that sort. I do not know that I understand your question exactly.

Q. The point is this: you take an ordinary labouring man receiving the prevailing rates of salary.—A. Yes.

Q. Through the bonus that he is given here, he happens to receive a higher amount of wages than his own foreman.—A. Well, some of the labouring men on prevailing rates get no bonus. It is only a man on a salary who get a bonus. The prevailing rate man is fixed. He is supposed to be getting a living wage to-day.

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Q. Take the case of the foreman receiving a salary and the labourer receiving a salary, through the bonus the labourer happened to receive a higher wage than the foreman?—A. That situation does not exist in our organization. The foremen are paid so many cents an hour more than the men, so that there is no question of bonus in their case.

By Mr. Martell:

Q. Where inspectors are appointed by the Commission on Government contracts and in other cases, where the department appoints the foremen to hire the men to carry on the work, is it the case that there is a difference in pay between an inspector on the contract and the foreman doing the repair job?—A. Yes, there is.

Q. Do you not think they are both entitled to like pay? The responsibility in the one case would be as great as in the other, and their qualifications would be about the same.—A. Yes, I would think so.

Q. Who gets the more money?—A. The inspector, I think, gets the more money.

Q. This inspector is appointed, is he not, when the expenditure does not exceed $5,000?—A. There are more over 5,000 than under $5,000.

Q. Was it not a fact that two or three years ago you could not employ a common labourer without applying to the Commission for authority to do so? —A. They were all under the Commission.

Q. Do you not think this idea of reform was over-done to such an extent that it had to be undone?—A. They have been exempted. The Commission realized it was an absurd proposition for them to be appointing labourers throughout the country and they have been exempted from their jurisdiction.

Q. In making appointments for the outside service, does not the Commission have to rely on your reports in the case of an engineer, or in the case of an inspector?—A. I do not know as to that, as to their inside workings, how they check up, but I know we make a recommendation on the applicants to them, and as a rule they accept them.

Q. Otherwise they would have to have a staff to do this work?—A. That is the common sense thing to do, to utilize the staff who is responsible for carrying out the work.

Q. When the report of the engineer reaches the department—A. A certificate has to be issued by the Commission. In the old days the department simply authorized the appointment.

Q. Was it satisfactory then?—A. Absolutely.

By the Chairman:

Q. Would you suggest the foremen should be raised to the same rate of salary as the inspectors or the inspectors lowered to the rate of salary of the foremen? Would you fix the remuneration according to what the men were doing?—A. If it were an intricate repair job or a fairly large wharf, I would take the rate prevailing in that locality and say, "the foremen's job is worth so-and-so." I would not fix a rate for this man. Whatever the job was worth in that locality the man would have it.

Q. At the present time the inspectors are getting more for their services than the foremen?—A. That is my recollection. You can pay the inspector up to $7 a day.

Q. Would you suggest where the conditions are equal that the foremen should be raised to the level of the inspectors?—A. I should say the inspectors should get the $5.

Q. You say they should be on the same basis of salary?—A. What I mean by that is the same basis of arriving at the salary to be paid them, as I men-

tioned a moment ago, according to the responsibility and the difficulty of the work they are in charge of.

Q. If the responsibility were equal?—A. They would get the same salary.

Q. What would the salary be, $7 or $5?—A. It all depends on what is paid for that class of work in the locality where it is carried on. It might be $4; it might be $10.

Q. There would be no prevailing rate in that locality for an inspector. There might be for a foreman.—A. You could judge the inspector's prevailing rate by the foreman's rate. You know the qualifications the man had to have, and it is what you could get a man in that locality for. He is earning his living not altogether from the Government. The Government just comes in for a few months and picks a man up. He is earning a certain rate. We would have to pay that rate. If the rate were different in one locality than in another locality, I would say, "pay the man the prevailing rate in the locality."

By Hon. Mr. Marcil:

Q. The rates are higher in Eastern Canada than in Western Canada?—A. Yes.

Q. Where the responsibility devolved on the inspector, you would pay him more?—A. Yes.

Q. Is it not possible that a foreman who is put on a job of repairing an old broken down wharf requires to be a more competent man than the inspector?—A. I would rather pay a competent foreman more than an inspector, because it is always harder to do the work yourself than to watch somebody else do it. I think the man who does the work is the man who should be paid.

By the Chairman:

Q. Mr. Hunter, there has been a good deal of discussion about the Commission advertising outside of Ottawa to fill minor positions in Ottawa. Some minor position that is very local to the city has to be filled, and under the Act the Commission is obliged to send these forms all over the Dominion of Canada, with very little likelihood of any applicants coming to Ottawa for these minor positions, because they do not pay enough to justify a man leaving his home. Do you not think that the Act should be amended to allow the Commission to advertise only locally for positions of a minor nature?—A. That is a matter, of course, for argument. The thing should be left in the discretion of the Commission to see how it works out. It has been the opinion of Ottawa people that the Government existed here for their peculiar and distinct benefit. Now, I think if a man in Windsor, Nova Scotia, wants to come here and take a job as stenographer, he is entitled to have an opportunity to do so. He should not have to live in Ottawa before his appointment to a Government job at the Capital. The Capital is for the whole Dominion.

Q. It is quite evident, though, Mr. Hunter, from the practice that has been carried on that there is a tremendous lot of work devolves upon the Commission which costs money to this country by sending these advertisements out; they are put up in post offices, and the crowd stands around and reads them, and in 99 cases out of 100 the man is finally appointed in Ottawa, because he is here.—A. He has the inside track, there is no doubt about that. I imagine it results in that way.

Q. It gives the Commission a lot of work, under the Act, sending these advertisements all over Canada?—A. Yes.

The CHAIRMAN: I think the Commission should be allowed to exercise their discretion in that line.

Mr. CHEVRIER: On that score, if they are going to be left open for competition, and in view of what has been said about the City of Ottawa, I would

be perfectly willing to let it go at that; if it is going to be a competition, because I am satisfied it will come to Ottawa anyway.

Mr. McBRIDE: Would you say there should be no appointments made outside of Ottawa?

The CHAIRMAN: No, I think the Commission should have broader discretion under the Act as to how far they would circulate these lists of positions vacant. I do not think there is any desire on the part of the Commission to ignore outside applications at all, but minor positions, that are advertised all over Canada, in which the outside applicant has a very very remote chance, in fact, in some cases, the man is probably appointed before the outsider can get in. I think there should be some broader power alotted to the Commission for the sake of efficiency and economy as to whether or not they should circularize the whole of Canada for some minor position.

Mr. McBRIDE: It seems to me that if Ottawa is going to appoint its own people to do the work, that other districts should have the same privilege.

Mr. CHEVRIER: On that score, may I say this, that I can understand the idea of simplifying the system and doing away with a lot of extra expense. As I said before, now that the matter has been brought up, I would be perfectly well satisfied to leave it to competitive examination, and then Ottawa will get them all, but I have in mind a position of this kind where, last January, for the position of Museum helper, carrying a salary of $960, it was advertised from Halifax eto Vancouver and there were about 80 or 90 applications, and the examinations were held at the various centres all over Canada. That necessitated a tremendous amount of expense and waste of time and energy. That was under the present working out of the Civil Service Act, for which nobody is to be blamed but those who made these regulations. I can see the wisdom of Commissioners trying to simplify it, but I do not think it behooves any member of the Committee or any body else to say that if that was done it would be for the purpose of limiting all these appointments to Ottawa.

Hon. Mr. MARCIL: I have noticed in the advertisements of the Commission that certain appointments will be given to the residents of certain provinces, the preference will be given to residents of certain provinces for certain work.

The WITNESS: That is in appointments of a local nature, such as a resident engineer for British Columbia.

By Mr. Chevrier:

Q. There may be special cases where an architect in British Columbia would be very much more entitled to the position, owing to the climatic conditions of British Columbia, than a man from the other provinces. I can see that such discretion should be given.—A. That is patronage, is it not, that is right in the Act. The Act says we have to limit it to the provinces.

Q. It is really that in principle?—A. What they call patronage creeps into everything, you cannot get away from it.

By Mr. Drummond:

Q. That is provincial patronage?—A. Yes.

By Mr. Chevrier:

Q. A rose by any other name smells just as sweet?—A. Yes, the trouble is they are giving the rose a bad smell.

Q. There is another question about promotion. You think the deputy minister should be given more dircretion in the question of promotions, and I think you said you were satisfied with the promotions as made by the Civil Service Commission. If that is so, where is the difference, where lies the difference, if you are satisfied with the men they send you?—A. The difference would be this,

that they hold competitions, you see, and usually a man in a branch stands out as next in line for promotion. Now, somebody outside of that branch, will apply if the promotion is not limited to that branch, and if there is sufficient in it to pay, we limit it to that branch. Now, somebody in another branch applied for the position, and he is put in this other branch over the head of this other chap who has been working up to this job, and naturally he is sore. That is why I saw the department should have the right of promotion, provided the Civil Service Commission finds the man is qualified, and that is the safeguard the employee has, that somebody is not put in that position over his head, and favoritism shown.

By Mr. Shaw:

Q. Just one question, Mr. Hunter. Do you operate dredges at all under your department?—A. Yes, we have dredging plants in every province.

Q. What do you do with them?—A. We dredge out the harbours and rivers.

Q. Can you tell me what other departments have dredging plants?—A. The Marine and Fisheries has a dredging plant in the St. Lawrence River. The Railways and Canals department has dredging equipment for the canals and Port Nelson on Hudson Bay.

Q. Did your department have anything to do with Port Nelson?—A. No, it was entirely under the Department of Railways and Canals.

Q. And did you have anything to do with the harbour at Quebec, would you have anything to do with the dredging at all?—A. I have not had, for the last few years; we used to do a lot of dredging in the harbour, and we built the pier where the C.P.R. steampships land now.

Q. Is there any overlapping in these dredging operations at all?—A. To that extent, that several departments are doing it, but in different places.

Q. I suppose you all have your dredges, each department would have its own dredges?—A. Yes.

By Mr. Chevrier:

Q. But, Mr. Hunter, the dredge operating back of Eddy's it would not be sent down to operate in the St. Lawrence?—A. That dredge will be operating in the St. Lawrence in about one month.

Q. But you could not use it further down there, and the dredge that is there now could not come up here to operate?—A. We can take a dredge anywhere. Of course, there are certain plants that we find more convenient to to operate within a certain region, but we have taken plants from Ottawa to Yarmouth, Nova Scotia. You cannot take it to British Columbia, of course, but we take it to the Atlantic Ocean.

By Mr. Martell:

Q. In certain cases, a dredge could not be operated profitably, in some of the small creeks and coves. You would have to have a lot of small dredges.? —A. Yes, of course, if a dredge draws 14 feet, and you only want 7 feet, you would have to waste 7 feet.

By the Chairman:

Q. The Marine and Fisheries department simply look after the channel? A. They are confined to the ship channel. We dredge along the shore of the river, that is the main ship channel that they look after entirely. That used to be under the Department of Public Works, until 1902.

By Mr. Martell:

Q. What was the idea of transferring it, what was gained by taking it away from your department?—A. Because the Marine and Fisheries department was a little more important, and they just stole that on our department.

Q. That comes under Mr. Fourneret?—A. Yes.

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By the Chairman:

Q. There was no real object in taking dredging away from your department? A. None whatever, except to build up the Marine and Fisheries department.

By Mr. Chevrier:

Q. Just on that point, if the Marine and Fisheries department is to have jurisdiction over the lights and placing of buoys, would it not be a natural consequence that they should also have the dredging of the channel? I know it has made them more important, and it has taken something away from you, but in the natural course of events would it not be under the department which looks after the lights and buoys and channel, as well as the digging?—A. You might as well say that the department which looks after the digging should also look after the lights. When we dredge any place we report that to the Marine department so they can put proper aids to navigation, in view of the improvement.

By Mr. Simpson:

Q. If the dredging were all done under one department, you could do it for less?—A. It would all depend on the work you had to do, you might need all the equipment if you carried on the same work under different departments, you would need it all whether it was under one or the other.

By the Chairman:

Q. Of course, gentlemen, in that discussion we are getting a little away from the work that we have undertaken; we are discussing there the work of the departments, and what we are really supposed to discuss is the working out of the Civil Service Act. Mr. Hunter, just to review what you have said, you feel that classification is somewhat inflexible?—A. And cumbersome.

Q. And you feel if the Act were amended in some respects, the Civil Service Commission itself, with the co-operation of the deputy ministers, would get greater efficiency?—A. I do.

Q. You feel that the Commission and the deputy ministers are co-operating well together to-day, and are only limited by the actual clauses in the Act?—A. I think so.

Q. Do you think this Committee, in which there is rather a difference of opinion as to exempted positions, is in a position to judge which positions can best be filled under the Commission, or under the departments. Do you think we know enough about it to say which ones can and which cannot?—A. No, I would think that only those who have had experience could tell. The members of the Committee have not had that experience. If the Committee were to leave that matter to be worked out by the deputy ministers and officials of the departments with the Commission, I am sure they could get together and work it out.

Q. That recommendation was made by the former Committee. In spite of public criticism—the public have been talking a lot about things they are not conversant with—and in a general desire for efficiency and economy, the last Committee reported tha the deputy ministers and Commissioners should work out together a plan on that point. It was not done, I believe you did not have a conference with the Commission.—A. Yes, it was partially done. As a result, we took up 14 positions, and we got four exempted.

Q. You applied for 14, and the Commission decided that 4 out of 14 should be exempted?—A. Yes, we got as far as 4 when the Commission stopped.

Q. Was that work of discussing this plan hampered by the fact that an election came on?—A. I think so, that upset things, I think if it had not been for that we would have arrived at a satisfactory working basis.

Q. It would have made for greater efficiency?—A. It broke things up at the time.

Q. It would have worked out much better if there had been no election, and if it had been handled by the Commission itself and the deputy ministers?—A. I think so.

Q. You have no criticism at all as to the desire of the Commission to secure the most efficient service?—A. No, I am satisfied that that is the object and intention, and it is our experience with the Commission that they are doing that.

Q. There is one thing I want to bring up, and that is, there has been brought up a question as to the position of private secretary. When a man is taken from a department and given an appointment as a private secretary he loses his statutory increases, and if he is thrown back on the department he has lost that much time. What is your opinion on that, is that a fair criticism?—A. I do not know about a private secretary losing his statutory increase, I do not know why that should be. The private secretaries, before becoming such, are given a classification of secretary clerk, with a certain range of salary. Within that, of course, he would go to the maximum, and if that same man were chosen as private secretary he would be paid his special private secretary's allowance of $600 in addition to his salary as secretary clerk, and when he is no longer a private secretary he simply goes back to his original classification.

By Mr. Martell:

Q. Is it not the case that, supposing you have, say, A in your department, and your minister takes him as private secretary; supposing his salary is $2,500 a year, he is entitled to $600 a year in addition. He gets a special grant of $600.—A. Yes.

Q. Added to his $2,500.—A. Yes.

Q. But supposing he acts as private secretary for four or five years, and then goes out, he loses that $600 and is back at $2,500, and has to go up again?—A. Yes, that is correct.

Hon. Mr. MARCIL: In the meantime, he has had $600 a year instead of $100.

The CHAIRMAN: With the change of Government, I understand that makes rather a hardship on the part of secretaries.

Hon. Mr. MARCIL: They are always provided for, I understand.

The WITNESS: The Act was amended to cover that.

Mr. CHEVRIER: That question is covered by the Order in Council which was passed on the 7th of January, 1922, where the deputy minister could select his own secretary. That provision was put in so that the minister could bring his own secretary here and pay him whatever he chose, and whatever he was worth, while he is with the minister. If he chooses a man in the department for his secretary, that man should have no complaints, because he has the option of becoming a private secretary and putting in his time doing departmental work while he is a private secretary.

By Mr. Martell:

Q. Is not that compensation of $600 for the extra responsibility that is put on him? Should he not go on getting his automatic increase?—A. I think he does.

Dr. ROCHE: He gets his automatic increase the same as any other employee. He keeps his job.

By Mr. Chevrier:

Q. While the doctor is here, I have heard something about that. Are there not two classes of private secretaries, the ones who were appointed formerly

and the ones appointed under the Order in Council of 7th of January, 1922? The ones who were appointed previous to this Order in Council get a certain salary, plus $600, and when the minister goes, they stay, but the $600 is taken away from them. The other ones go when the minister goes, unless they fulfil the requirements of the Act.

Dr. ROCHE: The Act was changed in 1919, I think it was, and the class that Mr. Hunter refers to, that were classified as secretary-clerks—that was a special class created for private secretaries in existence at that time, and that class no longer exists except for those people. But now of course the minister has the option of bringing in from the outside a private secretary and paying him such salary as the Governor in Council will decide.

The CHAIRMAN: We will take up that point later. We should not ask Mr. Hunter on this question.

By Mr. Parent:

Q. The crews on your dredges in the Department of Public Works are appointed by whom, by the Civil Service Commission?—A. No, they are appointed by the department.

Q. Altogether?—A. Altogether. They always have been. His Majesty's vessels and dredges were held to be vessels of His Majesty. They were exempted from the jurisdiction of the Commission from the very beginning by statute.

By Hon. Mr. Marcil:

Q. Is there any special reason for that?—A. It is much more satisfactory in the administration of dredges to man your crews. You cannot have division of authority aboard a boat. There cannot be two captains on a ship.

Mr. CHEVRIER: The same thing applies to railways, I suppose?

By Mr. Chevrier:

Q. If that applies to the captain and the crew, why would it not apply to a charman on the boat?—A. It applies to every one on the boat.

By Mr. Martell:

Q. Do they have any charmen on the boat?

Mr. CHEVRIER: I know that there are charwomen and charmen, and that the char women have been exempted and that the men have not.

By Mr. Martell:

Q. That is on a boat?—A. In buildings.

The witness retired.

Mr. JOSEPH GRISDALE, called and sworn.

By the Chairman:

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

Q. Have you any statement you wish to submit to the Committee relative to your opinion of the workings of the Civil Service Act?—A. I do not think so. I have some comments.

The CHAIRMAN: Probably it will be better for you to make the comments and the questions will follow as a result of your comments.

By Mr. Martell:

Q. How long have you been deputy minister?—A. I have been deputy minister since 1919.

Q. Prior to that you were Director of the Experimental Farms?—A. I have been Director of the Experimental Farms for 10 years. I was made acting deputy in 1918. I was made deputy in 1919.

By Mr. Parent:

Q. Do you want to give your evidence in French?—A. I would prefer. I might say that the Chairman has asked me to make a few remarks. I would say that we have found our relations with the Civil Service Commission very satisfactory. We have not always found that the Civil Service Act has been easy to get along under, that it has not always been easy to get the amount of men appointed to handle the work, under this Act, as we think it might have been. The activities under the Act might be classified under appointments, promotions, transfers, retirements and discipline. Under appointments I might say that the chief criticism we have, or the chief difficulty we have found, has been the length of time it requires to make an appointment. Most of the staff in the Department of Agriculture, the great majority of them, are technical or of a primary or minor character, major or minor character; and very often we require these appointees fairly quickly, and it takes quite a long time to have these appointments made through the Commission. Sometimes we are in position to help the thing along by asking for a man temporarily, if we have one in view, but generally speaking it takes from six to eight weeks to get the appointment through. There is sometimes difficulty in handling the situation when a technical man is required immediately. In the case of technical positions, we find that there are practically never any eligible lists of the positions. There are certain positions where we have eligible lists, and these eligible lists are sometimes too long lived to suit us exactly, because they are created in very large numbers. I know some where as many as 80 or 90 have been successful in passing the examination; and then if the appointments are only at the rate of say eight or ten or a dozen a year, you see how long these lists last, and a man is apt to go off colour; if he goes into some other line, and if at the end of three or four years we ask for an appointment of that class, the man is very often, we find, rather harder to get into the regular routine of affairs. So these eligible lists are objectionable if they are too long lived. This is one objection I have to make. Eligible lists in clerical positions, we have found to be non-existent outside of Ottawa, nearly every time we ask for an appointment of a clerical character; in cities away from Ottawa we find we have to make some recommendation and get them in that way. Eligible lists seem to be very hard to establish there, and whether they could be established I am not in a position to say, but we have a great deal of trouble in getting appointments of that character outside of Ottawa. In classification, I think that we have somewhere around 300, something over 300 classes in the Department of Agriculture. About 250 of them are technical, and about 50 are clerical. Dealing with the non-technical or clerical first, I might say that the great diversity of these classes seems to be absolutely unnecessary. I am of the opinion that the old classification would be preferable, possibly, with some modifications. I think there were three or four groups, and then that was divided into junior and senior, and promotions would be made from one group to another, as the clerk advances in usefulness, or openings occurred. At present there are so many different classes in existence, from which practically no promotion is possible. Take for instance the position of clerk-stenographer. There is the junior clerk-stenographer; clerk-stenographer; senior clerk-stenographer. Then you stop, unless there is some particular clerkships opened up, the duties of which are quite different from those of the minor positions, and it is difficult for a man to get promotion; if an employee gets into one of those classes he is cut right off, and if the classification were different

there would be much more opportunity for promotion, and I think it would be a decided improvement. There are many other cases that might be criticised in the same way. There is the junior clerk, clerk, the filing clerk, many, many classes. In fact we have in our department somewhere over fifty of these different clerical classifications, and I think they might be very well reduced to six or eight or something like that, with the possibility of promotion right along. It is very seldom indeed that a man who is a good stenographer would not make a first class junior clerk and vice versa that way. At present, while a junior stenographer might perform the duty of a senior stenographer or a clerk-stenographer, we do not like to ask them to do it, because they do not get the salary and there is no possibility of giving the salary without going through the form of promotion, and it is not always possible to do that without a position being vacant. In the technical positions, the same criticism, I think, applies. There are too many different classes. I think we might, very legitimately, very advisedly, reduce this to maybe six or eight and put our men of a certain status in these groups, and promotion would be possible along these different lines. At present we have a great deal of difficulty in balancing, or rather treating fairly the different men in the different classes. For instance, we will have an inspector of dairy produce in one place; we will have an inspector of potatoes in another place; we will have an inspector of fruit in another place, and these positions were classified by the Arthur Young people, and their classification was based to some extent on the wages or salaries to be paid these sub-technical men. Many little discrepancies exist as to the rate of pay given these different classes, and we find it quite difficult to reconcile the men to think that they are all being treated fairly. Then in the highly technical positions, such as botanists, entomologists, field husbandmen and so on, we have had difficulties along the same lines, but we are getting things straightened out. We make certain recommendations as to the corrections of the rates of remuneration and recommend them to the Commission, and we have found the Commission very willing indeed to co-operate with us in an effort to smooth out the little wrinkles that are troubling us more or less. I think that we might with justice, have much fewer number of classes, into which men with certain experience and certain duties to perform would be put, and then have promotion carried on evenly and uniformly. It would do away with a lot of jealousies and a lot of trouble in the whole department. I might say that recently an Act has been passed in the United States dealing at great length with this matter, and I think I have a summary—possibly it was brought to your attention before—of the way in which this is handled in the United States by reclassification. The rates of compensation for Grade 1 in this service ranged from $1,860 to $2,400; for Grade 2, from $2,400 to $3,000; Grade 3, $3,000 to $3,600; Grade 4, $3,800 to $5,000; Grade 5, $5,200 to $6,000; Grade 6, $6,000 to $7,500; and for Grade 7, $7,500 unless a higher rate is specifically authorized by law. The grades for sub-professional service are eight in number and provide salaries from $900 to $3,000. There are 14 grades for the clerical, administrative and fiscal service, ranging from $1,140 to Grade 14, which is a special executive grade, at $7,500, unless a higher rate is provided by law.

By Hon. Mr. Marcil:

Q. Is that only for the District of Columbia?—A. No, that is for the United States of America. Supposing we said Grade 1 in our technical service should have a salary range from $1,400, which is about the minimum to-day, up to $1,800 or $1,860 and so on, up the scale. I do not know that it would be necessary to go as high as those rates indicate, although I do think it would be

beneficial to Canada, and we would be able to get better men. Another point in connection with this remuneration is that we find it very often difficult to get a man to accept the minimum, as the law requires. Supposing a position starts at $2,400 and goes up to $2,880, if we could give a man $2,880 or $2,520, or $2,640, we might get him, but when he can get only $2,400 and must wait a year before he gets an increase, he turns it down because maybe he has a position of equal value, or maybe he sees opportunities quite as good somewhere else, whereas if you could give him even one year higher it would often turn the scale and we would get the kind of men to apply that we want and no doubt men who would stand highest in the examination conducted by the Commission. Another drawback in connection with these technical positions is the impossibility of going beyond the maximum unless you create a new position and get him promoted into that position. If we could possibly extend it for another year, supposing a man's maximum is $2,880 and if we could manage to give him next year $3,000 or $3,120 next year, or even $3,000, we could often keep a man whose maximum was $2,880. The process of getting a man into a higher classification and giving him more pay is an exceedingly difficult one. I will not say it is impossible. Even under this Act, I might say we have had some instances of it only quite recently, where we have managed to keep a man, who is undoubtedly the best man of his class in Canada, possibly in America. He had an opportunity of going to the United States at a much higher salary than we could ever hope to give him, but on condition we could raise him a few hundred dollars, he agreed to stay in Canada. We managed to get a new classification and get him promoted to that classification, and consequently have been able to retain his services, which are quite invaluable.

By Mr. Chevrier:

Q. All that had to be done upon recommendation and orders in council, creating a new position and allowing an increased rate of pay?—A. Yes.

Q. It was a long process?—A. Yes.

By Hon. Mr. Marcil:

Q. Not often resorted to?—A. We resort to it once in a while.

Q. Have you lost some good officials through not being able to do that, frequently?—A. Yes.

Q. Where do they go?—A. To the United States. I have just read to you the range of pay which in the United States goes up to $7,500.

Q. Reform has not brought about very good results in that line. The Civil Service reform has not brought about good results?—A. I would not say reform is reponsible for the range of salary.

Q. The classification of the compensation and salary?—A. I would not say the Commission—

Q. Were you here since the 1908 Act was enforced?—A. I entered the Service in 1909. I was a permanent officer in the Department of Agriculture and I did not pay much attention to classification.

By the Chairman:

Q. I would like to ask your opinion of Section 45 B3; this section provides for annual increases in permanent appointments. Some people recommend that the statute be amended to provide that the annual increase be granted by the deputy head and not by the Commission. What is your opinion on that point? —A. At present my experience is that every recommendation I make is approved by the Commission.

Q. They co-operate with you?—A. Yes.

Q. At the same time it has caused a lot of work?—A. Yes. It causes work.

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Q. If you have the responsibility, as deputy head, and the Commission is in accord with your recommendation, there is nothing much gained by all this checking up with the Commission?—A. There is a tremendous amount of correspondence in various lines which I think might very easily be done away with.

Q. In the interest of efficiency and economy both?—A. It would certainly lead to economy.

Q. The general feeling between yourself and the Commissioners and your department has been good?—A. Yes.

Q. And the co-operation has been excellent?—A. Yes.

Q. And there are many things in the Act, which are burdensome both to the Commission and to yourself, which have to be carried out, because they are in the Act, that might be simplified.—A. I imagine they must be burdensome to the Commission and the deputy ministers would be agreeable to the changes?—

Q. In other words, you are of the same opinion as was Mr. Hunter, that to make the duties of the Commissioners easier, to make for efficiency in the service, the Act might reasonably be amended in many particulars, where both the Commission and the Deputy Ministers would be agreeable to the changes?—A. I cannot speak for the Commission. I can speak for myself. I certainly would be agreeable to make changes that would do away with a lot of correspondence, which at present seems absolutely unnecessary.

Q. The point I am making is that there are undoubtedly points in the workings of the Act where the Commissioners themselves and the deputy ministers thought that a few years co-operation might lead to agreement on the simplification of the Act.—A. Yes.

Q. That is my feeling, that the deputy ministers have found those things, and if the Commissioners are agreeable to it, the Act might reasonably be amended on their own suggestions.

By Mr. Martell:

Q. Would you be prepared to submit to the Committee a number of suggestions showing how those changes could be brought about, if you were called upon to do so?—A. Yes.

Q. You find there is need for certain changes?—A. I think the work of the Commission and the work of the department would be greatly improved and facilitated.

The CHAIRMAN: That is the duty of the Committee, to find out the workings of the Act. The Committee is anxious to assist in the better working of the Act, as I understand it.

By Hon. Mr. Marcil:

Q. From your knowledge of the conditions in Ottawa, your idea would apply to other departments as well?—A. I think so.

By Mr. Rinfret:

Q. Do the Experimental Farms in the country come under the Civil Service Commission?—A. Yes. Of course, the Civil Service Commission does not appoint labourers. It never has appointed the labourers, although, according to the Act, before it was modified by the order in council, exempting certain classes, they had nominally the right to appoint those employees, those labourers, but never did.

By Hon. Mr. Marcil:

Q. Did they give that to you, or what?—A. They said to us, "Take these men and tell us who they are, and that is all."

By the Chairman:

Q. You say, Doctor, before the positions were officially exempted by the Commission, the Commission actually never did appoint them?—A. Not on the Experimental Farm.

Q. So the exemption of these positions on the Experimental Farm was really no change in practice?—A. No.

By Mr. Rinfret:

Q. Are they exempted now?—A. Yes. Since they were exempted we have had a lot more bother with them. It is giving us quite a lot more work.

By the Chairman:

Q. You have not the Commission to hide behind now?—A. No, that is not the thing, but when the Commission told us to go ahead and hire these men—and these men are just hired by the foreman as they come, or as they are recommended by someone—we did not have to go through so many forms before, we did not have to make so many reports, but when this order in council was passed exempting certain classes, it provided for the filling out of a number of forms, quarterly reports.

By Mr. Chevrier:

Q. Just on that score, let us get that now. These positions were released on certain conditions?—A. Yes.

Q. And you find that the conditions under which they were released are onerous?—A. They certainly are.

Q. But the conditions under which you are working are not making for greater efficiency? I mean in this way, that if the positions had simply been released without going through all this red tape, the foreman could have employed these men with just as much efficiency, cutting out all this red tape? —A. He did employ them in past years, and does it now, in just the same way, only now we have to fill out all the forms.

Q. Mr. Patterson went through all these forms?—A. Well you have an idea of it, then. They are a perfect nuisance.

By Hon. Mr. Marcil:

Q. Has it achieved any practical result?—A. I have seen no result.

By Mr. Chevrier:

Q. At the time these men were not under the jurisdiction of the Civil Service Commission?—A. They were nominally, not practically.

Q. And then when they officially released them, they tacked upon your department the making out of these forms?—A. Yes.

Q. When they were nominally under the Civil Service Commission, but practically not under the Civil Service Commission, the foreman made the appointment, and he did not at that time make any worse appointments than he is making now?—A. They were made by him, just the same.

Q. So the final result, then, is that things are just as they were before, only now you have to make out these forms?—A. Before this order in council was passed, they were nominally under the Commission, but practically not. Now, after the order in council has been passed, they are nominally not under the Commission, but practically they are. It has just reversed it.

By Mr. Rinfret:

Q. You are merely speaking of the labourers?—A. Yes.

Q. The officials are under the Commission?—A. Yes, every one of them from the lowest right up.

APPENDIX No. 5

By Mr. Brown:

Q. Is there anything like permanency among the labourers?—A. Yes. Just to give you an instance of the permanency, we are superannuating this year about a dozen, who have been with us anywhere from 18 to 35 years.

Q. What class of work were these men engaged in?—A. Just labouring, some driving teams, some milking cows, some looking after poultry, and some just working at day labour, anything at all.

Q. They have been there that length of time?—A. Yes.

By Mr. Chevrier:

Q. Now, Doctor, here is another situation—.A. I was talking to one man the day before yesterday who had been there 33 years.

Q. As I understand it, you have already specified the list of the appointments you would like to have released from the Civil Service Commission, that you should be entitled to make yourself.—A. No, I do not say that.

Q. Here is a list of classes of positions recommended for exemption from the different departments, and in the Department of Agriculture, I find, "The department to have the power to look over the field, approach likely candidates, select the most suitable, and offer him the appointment, such appointment to receive the approval of the Civil Service Commission." Then you ask that a district live stock promoter, a stock yard agent, a labourer, gardener, herdsman, farm-foreman, beekeeper, head gardener, head poultryman, head herdsman, dairyman and poultryman be left to you for appointment?—A. With the approval of the Commission. Where does that appear?

Q. Let me put it this way. When the Spinney Bill was under investigation, the Committee made a report that the deputy ministers and the Commissioners should get together, and that the deputy ministers should furnish a list of such appointments as they thought should be left to the departments themselves. As a result of that, I find that a return has been made, and I find that the Department of Agriculture has asked for these releases.—A. They are hardly releases, they are changes.

Q. To take them away from the operation of the Act, and leave them to your department, so that your foreman or head man would be in a position to make these selections himself?—A. Yes, some of them.

Q. Did you have anything to do with the preparation of this list?—A. No, not with the preparation of it.

Q. But in the general scheme?—A. In the censoring of it.

By the Chairman:

Q. Who had to do with the making up of it?—A. Different heads of branches.

By Mr. Chevrier:

Q. After the weeding out, I suppose you were satisfied that these appointments should be left with your department, is that right?—A. Yes, with the approval of the Commission.

Q. Let us put that in all the time; so that when you made this recommendation, or this suggestion, at all events, it was because you were under the impression or of the opinion that that would make for further efficiency in the administration of your department?—A. Yes, I think so.

Q. And now, having got together with the Civil Service Commission, and got these releases, and having the appointments yourself, you think that would be a step towards efficiency in the appointment of these people?—A. I think we could succeed in appointing men who would be more efficient, and appoint them more quickly.

Q. That is the first class. I am just going through this quickly, then I am through. These are the labouring classes. Now, on other positions such as clerical positions, I think you and I agree that these should be secured by competitive examination?—A. Yes.

Q. Under the jurisdiction of the Civil Service Commission. Now, we come to the third class, that of technical appointments. You are a doctor of what? —A. Agriculture.

Q. Do you think that appointments to technical positions are better handled by the Civil Service Commission under the present system than they would be handled by yourself, in making a selection for a technical appointment?—A. No, I do not think they are.

Q. You think that you would have a better opportunity, that you would be in a better position to make a better selection for technical appointments than the present system employed by the Civil Service Commission?—A. I do not say that.

Q. That is what I want to get at.—A. I would not say that, because we find that we can get along very well with the Civil Service Commission. The principal point is the delay in making the appointment.

Q. I wanted to find this out. You are a technical man, doctor?—A. Yes.

Q. And we all agree that you are highly qualified for that post. Now, I am not criticizing—I will repeat this again—I am not criticizing the Commissioners for administering the law, because it is the law. But do you not think that if that law were changed, that when it comes to the appointment of a technical officer, somebody with some knowledge of the work, within the department, should have the selection? Now, perhaps I do not make myself quite clear. This is what I want to find out. Do you think the examiners, or the men who are now in charge of selecting your technical men, are fully qualified to do that? —A. Yes, because they are very often men of our own department.

Q. Men of your own department?—A. Yes.

Q. What men?—A. Supposing we are going to appoint,—take a recent position, where we appointed a bacteriologist some few months ago; that is the most recent highly technical position that has been filled. We had, I think, one man as representing the department, and I believe there was another man from the department although he did not represent it; he was held as examiner on the board. Then there was a returned G. W. V. A. man, and one other man, I do not remember who he was, but we got the man who was best qualified, without any trouble at all.

Q. You got him on the recommendation of whom?—A. He applied—.

Q. But I mean, whose recommendation carried weight there in the selection of that man?—A. His qualifications were considered by the board; his letters of recommendation were also considered, and the board, I believe, was unanimous in saying: "This man is the one best fitted to fill the position in question," and he happened—and I might say this frequently happens, in fact practically always happens—that he is a man suited to us.

Q. In the first place, there was a representative from your department who was satisfied with this gentleman?—A. Yes, we had a representative on the board.

Q. This is a case where the three of them were unanimous?—A. Yes.

Q. Have there been any cases where the decision has not been unanimous? —A. Yes, I know of cases where the decision was not unanimous, but the majority rules of course.

Q. Was your representative amongst the majority?—A. Yes.

Q. This is what I am coming to, that the recommendation of your official goes a long way towards the selection of that man.—A. Yes, a great way.

Q. So after all it is a very long roundabout way—A. I will tell you why the recommendation of our official goes a long way. Our objective is always to get the best man, we do not play any favourites.

Q. I know that.—A. And we therefore choose the man that has the best qualifications.

Q. And ultimately he is chosen?—A. Yes.

Q. But you would get the same result if it were left to your department?—A. Yes, I think we would. I have no doubt we would, but the question of political patronage might come in if the protection or the control of the Civil Service Commission were removed. I have no reason to say that it would, but it might.

Q. If it were left in this way, left to you or the officials of the department—? —A. We certainly would not consider politics at all.

Q. So in that case there would be no possibility of political patronage, and you would get the same man very much quicker?—A. Yes, and I believe that in the appointment of a man to a technical position, political patronage would have very little effect, because any man in the Government, or any minister, in appointing a man to a technical position, feels that the performance of that man is going to reflect credit or discredit on him. I was appointed, I presume, by political patronage, at least the minister came down and picked me out of the bunch, and appointed me to the position twenty-five years ago.

Q. And the department has been no worse for that.—A. They seem to have approved of it.

By Mr. Rinfret:

Q. You said, Doctor, that you were getting along very well with the Commission?—A. Yes.

Q. As regards technical appointments?—A. Yes.

Q. Supposing you were not?—A. Supposing I were not getting along well?

Q. Yes, or, in other words, are your recommendations always acted upon?—A. Yes, they are.

Q. But does the law force the Commissioners to do that, or would it not be in their power to disregard your recommendation?—A. They do not act on our recommendation, they act on the recommendation of this board. The law requires that they act on the recommendation of this board.

Q. My question is this, must they accept the decision of the board?—A. I think so, I think that is the law; I have not a copy before me.

Q. Because otherwise, it might mean that the condition which you declare satisfactory to-day might get worse to-morrow, if a new commission were appointed.—A. I can well understand how a commission—

The CHAIRMAN: That is a compliment to the Commissioners.

By Mr. Rinfret:

Q. Yes, but not necessarily to the system.—A. I can understand how the Civil Service Commission could make it uncomfortable for the department.

Q. That means the Commissioners are making the best of a very dangerous system?—A. We are getting along very satisfactorily with them.

By Mr. Garland:

Q. With regard to your technical positions, have you trouble with regard to the classification? I mean with regard to money. For instance, you have several classes in your department; is there very much difference in the range of salaries?—A. No, the men of a certain class, the heads of branches, are not all classified alike; there is a considerable diversity in the range of pay received by these heads, for this reason, that some branches are very extensive; they

have as many as 500 and 600 technical men under them, and others have only two or three. So you see there is a tremendous diversity in the responsibility of the different heads of departments. For instance, in the Experimental Farm, we start with a Dominion chemist, horticulturalist, botanist, poultry-man, husbandman, and all down through the list; there are thirteen different officials there. Of these thirteen, eleven are classified at the same rate, the two being of minor importance, flax and bees; they are classified at a lower rate. Now, in the Live Stock branch, there are four men classified at the same rate, and in the Health of Animals branch there are three; in Dairying there are three really, although one position is vacant; in Entomology there are four, and so on in the different branches, that covers nearly all. In seeds there are three.

Q. The reason I asked was that I understand the position of Dominion cerealist is vacant.—A. It is filled now.

Q. With a higher range of salary?—A. I did not quite finish. I said that the men are all classified alike excepting that we have started a new class; I have forgotten just what it is called but it is a little higher than the normal class of these heads of divisions. The rate of remuneration for the old class, for the general class, is $2,880 to $3,300, and in this one it goes from $3,300 to $3,660, or something like that, and we have in the Experimental Farms two, I think; in the Live Stock, one; in the Fruit there are none; in the Seed there was one, but there is none now; in the Entomology there is one. In the Health of Animals there are two men classified a good deal higher than that even, they go to $3,850, I think. These two men have a very large staff under them, each has about 400 or 500 men, half of whom are technical men, and therefore they get a higher rate. That is on account of their combining highly technical qualifications with good administrative ability, a difficult combination to secure.

Q. The Dominion cerealist, the new man, comes in that class?—A. Yes.

Q. But the entomologist is not in that high class?—A. That is another branch.

Q. It is in the low class?—A. No, that is another branch.

Q. Not the same rate of salary?—A. No, the entomologist goes up to $4,500. We appointed an assistant entomologist the other day; that is what gave rise to the remark that we were rescuing a man from the United States.

Q. The point I was coming at was this, that it seemed to be a new position with a higher salary than the man doing the same kind of work for years got, and that it would give dissatisfaction.—A. The position is not limited save by proficiency, it is a sort of reward of diligence and scientific ability and the achieving of results.

By the Chairman:

Q. Have you any other points you want to take up, Doctor Grisdale?—A. No, I do not think there is anything that I want to bring up, particularly.

Q. Do any other members of the Committee wish to ask Dr. Grisdale anything?

By Mr. Brown:

Q. Another question, with regard to labourers on the Farm, are they hired at prevailing rates for similar labour?—A. I do not think it is quite as high as the prevailing rate in the city; for instance, men in the city get, I think, 50 cents an hour. Our men do not get that high. They work nine hours and our men work ten. They do not get quite that high, but there is greater permanency for good men, and while it is prevailing rates, it is not so high as in the city, but a little higher than in the country. Out on the branch farms it is not so high as the nearest town, but a little higher than the farmers around, and a little different.

APPENDIX No. 5

By Mr. Brown:

Q. There is nothing in the position of those men who remain with you now that would give them any place under any superannuation?—A. Did I not mention a minute ago that we had a dozen or more getting superannuation?

By Mr. Drummond:

Q. You say a little higher. Is it not considerably higher?—A. Not in the West. I would not like to say just what the difference is. The one point of difficulty is that the farmer usually boards and houses his men. We do not, you see. Now, if you subtract the cost of board and room from what we pay, I do not think there is much difference.

Q. At the rate that the Income Tax department allows, $220 a year.—A. You cannot keep a child, I will swear, for $300 a year. I have had that experience, but that is all they allow you. It costs me a good deal more than $300.

By the Chairman:

Q. Are there any further questions? Is there anything further to submit, Doctor?—A. I do not think so.

The Committee adjourned until Friday, May 4, 1923, at 10 o'clock.

FRIDAY, May 4, 1923.

The Special Committee on the Civil Service Act of Canada, met at 10 a.m., Hon. Mr. Marcil in the Chair.

The ACTING CHAIRMAN: The Chairman is not here this morning, and I am acting in his place.

Mr. RINFRET: Before you proceed, I wish to place before the Committee a report prepared by the sub-Committee at a meeting which took place yesterday. We dealt with individual complaints. If you turn to the minutes of April 12, you will see that we adopted a resolution inviting all individual complaints to be sent in in writing. It was submitted by the sub-Committee that these complaints should be classified and filed wih the clerk of the Committee, so as to enable any of the members of this Committee to peruse them, and that questions could be put to the witnesses as regards those cases, if judged advisable. But it is not the recommendation of the sub-Committee that those individuals be all called, to submit evidence themselves.

The ACTING CHAIRMAN: Your report is not in writing, it is merely a verbal report.

Mr. RINFRET: Yes.

Mr. E. L. NEWCOMBE called, sworn and examined.

By the Acting Chairman:

Q. What is your name?—A. Edmond Leslie Newcombe.

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

Q. Have you a statement prepared, or do you prefer to be questioned?—A. I was not asked to prepare a statement; I was asked to come here and I will answer any questions of course.

By Mr. Chevrier:

Q. When did you join the Department of Justice as Deputy Minister, Mr. Newcombe?—A. Eighteen ninety-three.

Q. And you have been deputy minister ever since in the Department of Justice?—A. Yes.

Q. Supposing we divided the service into three classes, calling the labouring classes No. 1, No. 2 the clerical positions, and No. 3 the technical positions; have you any suggestions to make as to how appointments to the labouring positions should be made?—A. No, I mean, they ought to be made, I should think, on the recommendation of the officer who is responsible to the service.

Q. Perhaps I might put it this way: Section 43 of the present Civil Service law provides that all appointments to the civil service shall be by competitive examination. Is it possible to appoint to a labouring position, under a system of competitive examination?—A. I would think not.

Q. That is, if one takes the words "competitive examination" as meaning written examination, then no written competitive examination could determine the capability or adaptability of an applicant to a position of that kind?—A. I think that must be so.

Q. If I refer to the report of the deputy ministers I think you were one of those who signed it?—A. I was a member of the committee and attended several of the meetings and I concurred in that report. It was a compromise, to which the members of the committee agreed in order to make a unanimous report, and I am acquiescing in that report.

Q. This recommendation number two, is that there are certain outside service employees such as employees in offices outside of Canada, rural post offices, etc., as to which it is impracticable to apply the provisions of the Civil Service Act reasonably and these should be removed from the operation of the Act, and a list of such services should be supplied by the various departments?—A. Yes.

Q. You concurred in that?—A. Yes.

Q. The reason for this recommendation would be what?—A. Each department has its own troubles with regard to that. For instance you take the outside employees, the Department of the Interior, Trade and Commerce, and perhaps other departments having employees outside the country altogether, it was not considered practicable or convenient that those appointments should be made by a local Civil Service Commission here in Ottawa. The same thing I suppose was considered with regard to the country postmasters, and each department—what I mean is if the government considered that that principle might be acceptable at all, that was recommended there, each department was supposed to get up a list of suggestions of the appointments which should be withdrawn from the Civil Service Commission having regard to the convenience of each particular case and the practicability of it.

Q. Supposing we deal with the Justice Department, and then I would like to get your opinion on some of the other aspects of this investigation. I notice that there was a list of classes of positions recommended for exemption from the operation of the Civil Service Act by the various departments; that appears on page 84 of the evidence. For instance you say that wardens and disciplinary officers of the penitentiaries branch should be exempted from the operations of the Civil Service Act—A. Yes.

Q. What would be the reason for that?—A. Did I confine it to that?

Q. No, I am taking this one because it refers more to the labouring classes just at this moment. You have referred to the positions of officers belonging to the learned professions, but I am trying to harmonize the evidence as much as I can. We are now talking about the labouring classes, and the report from the Justice department is that the wardens and disciplinary officers of the penitentiary branch should be exempted from the operation of the Civil Service Act. What would be the reason for that recommendation?—A. The selections could

be made much more satisfactorily, more promptly, with less trouble and less expense by the administration.

Q. That is the reason why you would recommend it in that way?—A. Yes. Mind you, as far as my department is concerned it would be considerable public economy if we could take over the whole thing. These recommendations are on the principle that half a loaf is better than no bread. I think the service would be much more efficient if the functions of the Civil Service Commission were confined to the employment of those of lower grades, people who are looking for employment in lower grades, such as messengers, stenographers, people of that sort who could come in and apply and satisfy the Commission of their capability for the work, so that when you want help of that sort you could apply and get some one with some sort of assurance that they had some qualifications for the work that was to be assigned to them.

Q. In your experience would the recommendation which you have made with reference to wardens and disciplinary officers apply with the same reason, for instance, to light-keepers and wharfingers and charmen and gas men—would the same principle apply?—A. They are not of the same class as wardens. The warden is the chief administrative officer of the penitentiary; he has a considerable staff of officers under him, and he has in charge several hundred convicts, depending upon the size of the institution to which he is appointed.

Q. If all of these positions which you suggest at page 85 be exempted, would not you be afraid of the introduction of some influence which would be prejudicial to the efficient administration of the service so far as the appointments go?—A. No.

Q. You would not be afraid of that?—A. No.

Q. You were a deputy minister under the workings of the Civil Service law previous to 1908?—A. Yes, since 1893.

Q. In your department did you have very much to complain of, of the workings of the Civil Service law in those days?—A. Not very much, no; I mean the disadvantages to the service and the obstacles which the legislation put in the way of efficient service under the statutes as they existed in 1893 were immeasurably less than those with which we have to contend at the present time. The legislation in the way of producing efficiency in the service has been progressively downward ever since.

Q. In 1908 the Civil Service Act was introduced, and you are familiar with the manner of appointments under section 13, appointments to positions in the inside service as it then existed—"provided appointment to positions in the inside service under that of deputy head shall be by competitive examination?" —A. Yes.

Q. "Which shall be of such a nature as will determine the qualifications of candidates for the particular positions to which they are to be appointed and shall be held by the Commission from time to time in accordance with the regulations made by it and approved by the Governor-in-Council"—Were you satisfied with the operations of that section, that is under the 1908 Act?—A. There is another provision there about positions which are professional or technical or otherwise peculiar.

Q. I am coming to that later?—A. That was a very beneficial provision because it enabled us to avail ourselves of our own judgment with respect to important appointments.

Q. That is section 21?—A. That clause which you read is all right having regard to the class of cases that can be brought under it, and that were in fact brought under it. Of course examiners made mistakes; there were some absurd results but as a general thing the theory of it is not very objectionable, that they hold examinations for positions as to which examination will afford a reasonable test, that is stenographers, typewriters, and people of that sort.

Q. I had divided it up into three classes, so that we could keep each class separately?—A. Which class are you talking about?

Q. We have left for a moment labouring positions. Now, let us put it this way, we will take up the clerical positions say from wherever a clerical position starts to be such up until it ceases to be, that is until it becomes a technical, professional or administrative position?—A. Take the person who is looking for a clerical appointment, and take that in a broad sense, it may be a stenographer, a typewriter, it may be somebody else who cannot do either one of those things but is handy with figures and with his pen and can write and spell well, and has some knowledge of accounts, and make himself generally useful about a department, a docket keeper, people of that sort,—it is possible to hold competitive examinations, examinations which are real examinations to ascertain the qualifications of these people, and to produce a list classified in the degree of capability or merit for the position.

Q. In that respect do you think that it is possible to hold a competitive examination in the true sense of the word for the appointment of say a rural postmaster in a distant district?—A. I do not think so; I do not think they do it; I don't know. I suppose you have investigated that. I should doubt very much if they do it.

Q. Now then, I think we are agreed that these clerical positions should be by competitive examinations. Now take the technical positions. How are they to be made? How should the appointments to technical positions be made? Are you satisfied with the present system?—A. Not at all.

Q. What is that?—A. I am not; certainly not, because the present system denies me the right to go and make a selection of the best man I can find in the country for the service which I want. It is impossible under the present system. I venture to say that the present system will never produce a professional officer for the Department of Justice who will be, in every respect, satisfactory, who will be efficient in the same degree as one who was selected under the former system.

Q. Now then, in cases of promotion, have you any suggestions to make, or are you satisfied with the present system?—A. No. The promotions ought to be made by the department. Under this system he department has nothing to say about the promotions. Until very recently promotions were made by the Civil Service Commission upon the recommendations of the deputy minister. Then the authority to recommend was taken away from the deputy minister, by Parliament, so that as it stands at present, we are told that the voice of the deputy is not to be heard in connection with promotions.

Q. Were you satisfied with promotions under Section 24 of the Act of 1908?

> "24. Promotion, other than from the third to the second division, shall be made for merit by the Governor in Council upon the recommendation of the head of the department, based on the report in writing of the deputy head and accompanied by a certificate of qualification by the Commission to be given with or without examination, as is determined by the regulations of the Commission."

A. It was found quite unsatisfactory. I do not see any advantage in going to the Civil Service Commission about promotions. Personally I would eliminate the Civil Service Commission altogether from that.

Q. Have you any suggestion to offer in regard to that, with the present classification? Are you satisfied with it or not?—A. You have seen it. It is a book as big as the Bible.

Q. Is it as easy to handle as the Bible?

Mr. MARTELL: Probably it is as hard to understand.

The WITNESS: I think that ought to be done away with altogether.

By Mr. Chevrier:

Q. I beg pardon?—A. I think it should be done away with altogether, and a simple classification into classes, corresponding more or less with the classification as it stood thirty years ago, ought to be made. In fact the simpler you make the Civil Service regulations—the fewer of them there are, the better for the efficiency and economy of the service.

Q. Now then, on the question of transfers, of sick leave and discipline, are you satisfied with the present mode?—A. No, I do not think there is any elasticity about that, I mean about transfers. I do not think we can make a transfer without getting the authority of the Civil Service Commission. If a man is found more suitable for one class of work than for another, in which he happens to be, I do not think the department has any authority to say to this man, "Will you move across the hall and take this other job?" I do not think you can do that. I do not think you can regulate that work at all without the Civil Service Commission.

Q. Have you given any thought to councils in the service?—A. It was suggested in our Committee, and I think it is one thing which the members of the Committee were unanimous about. The introduction of further authority would only make the thing worse. You see there has to be somebody at the top; there has to be somebody to administer a piece of work in the government service or anywhere else, and if you introduce too many annoyances that would make the thing too irksome, too difficult to carry out; you will find it impossible to get anybody of top rank. Then your service becomes demoralized.

Q. I see your report says something about superannuation. I think we are all agreed on the necessity of a proper superannuation measure?—A. Yes.

Q. Now, there are two things I want to ask now—.—A. The sooner you get it the better, I should think.

Q. There are two underlying principles which I want to find out. One is about the present discontent in the service as to the lack of appeal from any decisions. Have you any suggestions to make as to that, in what manner civil servants should be allowed to appeal in cases of dissatisfaction of any kind?—A. Appeal from the decisions of the Commission, you mean?

Q. Yes?—A. No.

Q. You have nothing to offer in that way?—A. Well, you see, my department is a small one, and I have not come in touch personally with many cases of that kind. They come before me on references for opinions, perhaps either from the Commission or from departments. There is a great deal of time taken up in our department interpreting the Civil Service statute and regulations with regard to all sorts of things, which might be very much better occupied in discharging some of the essential duties of the department.

Q. Now, if I compare the sections of the 1908 Act with those of the 1918 Act, with reference to appointment, particularly to technical positions and the like, and promotions, I find, and I think it would be admitted that the responsibility of the deputy minister is very much decreased, reduced considerably. What have you to say about that? Is it a good thing or a bad thing?

Mr. MARTELL: You mean the authority of the deputy minister, not the responsibility?

Mr. CHEVRIER: I mean the authority of the deputy minister.

The WITNESS: With regard to selections?

By Mr. Chevrier:

Q. Selections, appointments, promotions and transfers in the general administration of a department, has been considerably reduced?—A. Yes.

Q. Do you consider that that was an improvement or not an improvement in the service?—A. Oh, I think it is a great disadvantage of course. I think I can make my selections for the department and administer the department much more economically and efficiently without any assistance from the Civil Service Commission.

Q. You think that would lead to much more efficiency than at present?—A. Yes.

By Mr. Drummond:

Q. You stated you think the labour part of the service should be taken from under the jurisdiction of the Civil Service Commission. What experience have you had in connection with labour?—A. You mean with manual labour?

Q. Yes?—A. In our department we do not have any service of that sort, I suppose, except in connection with penitentiaries, and there the convicts do the labour.

Q. If you do not have experience, why do you say it should be left out?—A. We are not employers of labour for working men, if that is what you mean.

Q. You were asked the question: did you think it should be taken from under the Civil Service Commission's jurisdiction, and you said "yes".—A. Yes.

Q. We want to know why you think it should be left out?—A. My opinion may perhaps not be of very much value upon that, but I would suppose you could not very well apply the principle of competitive examination to the selection of workmen, ordinary unskilled labour, people of that sort. How are you going to make them compete?

Q. Supposing the man in charge of this labour that we are referring to, wished the appointment to be made under the Civil Service Commission, we want to know why you say you think it should be taken away from the jurisdiction of the Civil Serive Commission?—A. All I mean to say is, if I were regulating it, I would never think of regulating it the way the Civil Service Act does. Maybe that is the best way. When you say I have not any experience, you are quite right. I have no experience in engaging or directing labour of that kind. But you asked my opinion and I gave it to you for what it is worth, but I do not think it is a good way to do it.

Q. Then there was another statement you made, or at least I understood you to make, that in the clerical departments the employees were rather taking a downward tendency since they came under the Civil Service Commission. That is quite a wide statement to make, and we would like to have some explanation of it.—A. I did not say the clerical services. I spoke of the Civil Service legislation generally.

Q. You stated that that had taken a downward tendency?—A. Yes, because it takes away the selection of important officers, the selection of persons to fill important offices, from the people who are best qualified to judge of the capacity of the candidates.

By Mr. Martell:

Q. Even in your own department, Mr. Newcombe, as a lawyer of many years deputy minister of the department. Surely you are the one who would of them can do certain work best, such as stenography, the drafting of documents—nobody is as well qualified to judge of that as yourself?—A. That is correct.

Q. Is that your reason for making that statement?—A. Yes.

Q. To-day you have no control over that?—A. No.

Q. I am speaking as a lawyer to a lawyer, and I know what it is. You are a lawyer of many years standing and experience, and you have been for many years deputy minister of the department. Surely you are the one who would

be the best judge as to the qualifications of each employee, and who is able to do the work best?—A. I should think so.

Mr. McBride: I will admit that, but when he makes a statement in regard to other branches of the service, we want to know why he makes it.

By Mr. Chevrier:

Q. There is one point arising out of this discussion, about which I would like to ask a question or two. Section 43 provides that appointments to the Civil Service shall be upon a competitive examination. And if we go back to section 38 of the same Act under the title of Examinations, we find that examinations held by the Commission shall be either written or oral, or in the form of a demonstration of skill, or any combination of them. I want to get from you, if you care to give it to me, your opinion upon what should be the determination of a competitive examination for instance, bearing in mind this, if you had to determine upon the admission into the Civil Service of people who would go to the labouring classes and people who would go to the clerical staff, and you wanted to determine that some of them would have to submit to an examination, what meaning would you place upon the words " competitive examination? "—A. Of course it is difficult to apply that generally as it is applied perhaps without exception there to all classes. It is difficult to apply it. You cannot very well imagine for instance a competitive examination of men who cannot read or write.

Q. That is what I am getting at.—A. But you might have such men who would be excellent men for certain services.

Q. Following out the principle of saying that appointments to the civil service shall be upon competitive examination, would that not be a fair way of putting it to determine the capabilities and adaptabilities of clerks to clerical positions?—A. Yes.

Q. Going back to section 38, if one wanted to appoint to such positions as are not susceptible to a competitive examination, one could then make use of the words " demonstration of skill " for appointment to positions that are not susceptible of a competitive examination, as competitive examinations are understood; would that not be a fair way of putting it?—A. Well, you could, but I think that any new provisions you introduce there will only make it worse.

Q. I am trying to get at this; the whole spirit that permeates the Civil Service law is that there must be a competitive examination?—A. Yes.

Q. A competitive examination has been determined or defined as a test, written or oral, and I am going to put this question to you, whether that is a proper definition of a competitive examination—any test written or oral; that is the question I want to come to. Would you care to give an opinion upon that, taking the interpretation sections into consideration? It does not say, any test written or oral. It says these examinations held by the Commission to establish lists of persons eligible for appointment may be written or oral. That is section 38. Section 43 says that appointments shall be made upon competitive examinations. Now, have I put it properly when I say that a competitive examination is any test, written or oral? The question I am putting to you now is, following it out logically, would it not mean that a competitive examination would be reduced simply to a competitive examination, and not be applied to a test written or oral?—A. A competitive examination may be written or oral.

Q. It says so in the law, and the law has been made to define a competitive examination as a test written or oral.—A. Do you mean that the Civil Service Act says that a competitive examination is any test, written or oral?

Q. It does not say so in so many words, it says that all appointments must be by competitive examination, and then it says that the examination is any test, written or oral, therefore a competitive examination may be any kind of a test, written or oral?—A. Yes.

Q. Is that a proper definition of a competitive examination, or is it not rather a supplementary definition, something hitched on to a competitive examination in order to allow the taking in under the words "competitive examinations" of positions that are not susceptible of a competitive examination at all?—A. That may be so, I do not know. Those clauses have to be interpreted, and they have to be applied so as to produce something in the nature of an examination, having regard to a competition as between the classes of candidates. I imagine that in practice they have been pretty liberally interpreted, to enable the Commission to make its selections, not only by having a strict written or oral examination in which the candidates would appear personally and answer questions or write answers to questions which would be submitted, their qualifications to be determined by the board of examiners, not only in such cases as that, but to cases where people would submit with their applications their credentials or certificates of qualifications and experience, education and so on. The Commissioners would then take those applications and say that that is the examination, and that they will ascertain the qualifications having regard to the sort of experience the man has had.

Q. I want you to crystallize it, and I will try to do the same thing. To my mind, the whole spirit that permeates the Civil Service law, and properly so, is that a competitive examination—from my point of view I think it is wise that there should be a competitive examination—should be the guiding principle for appointment to positions that are properly susceptible to a competitive examination?—A. Yes.

Q. The others should be left to the wording of the Act, a demonstration of skill if practicable and if it is in the public interest. In the logical course of events, and in the logical sequence of events or things, would a competitive examination include a test written or oral? If you had to define a competitive examination for the purposes of this law or of any law, would you define a competitive examination as a test in writing to determine the capabilities of applicants where a competition could be entered into?—A. A test written or oral means that the examination may be written or oral.

Q. Let me put it in this way and I am through. Under the statute as it is now (I may be wrong) my information is, and my deduction is, that if somebody applies for a position where it is not susceptible to a demonstration of skill, the question may then be, "What time of day is it?" "What month of the year is it?" "Who is the Mayor of this City?", or any question a little more serious than that, but in an oral test he might be asked to write his name, to write a short dictation—that would be any test written, but is that a competitive examination?—A. Well, I suppose if they wanted an engrosser in the State Department, if they wanted a man who could write copperplate, they would have the applicants summoned and let them write. The examiner would then look at their productions to see who wrote the best hand, who produced the best looking copy, would he not?

Q. Yes. I am not on the details just at present. I say that the spirit which permeates the system is that of competitive examinations?—A. Yes.

Q. A competitive examination is defined to be any test, written or oral. It is just a question of degree, it may be very much written or it may be very much oral, there is nothing to limit it. It may be any kind of test, written or oral. In the case I have submitted to you, would that not satisfy the exigencies of the statute, would that not be any test, written or oral, the examinations I

have just submitted? Wouldn't it satisfy that part?—A. I suppose it would, nominally at any rate.

Q. That is what I wanted to find out.

By Mr. Martell:

Q. Do you think that in the legal branch over which you preside you can get the best men to go into competitive examinations?—A. We cannot.

Q. Suppose you wanted a lawyer in your department for a certain work, a person fresh from the law school might be able to write a better examination than a man of 15 or 20 years' experience?—A. Yes.

Q. But he would not be half the man for your work, on account of his lack of experience?—A. That is correct.

Q. So written competitive examinations are not always the best?—A. Certainly not, and you cannot get the men you want to submit to a written competitive examination. The professional man who has established a practice and a reputation in his community, who is doing fairly well but yet not succeeding up to the limit of his ambition might be approached with a view to coming into the Justice department, and we might be able to make perfectly satisfactory terms. He might be a most excellent selection, and everything might progress favourably up to the point where we say to him, " Now, everything is arranged between you and me, but there is this one trouble about it, this is not going to be done on my recommendation or on the recommendation of the minister. I want you to come, the minister wants you to come, the Government wants you to come, but unfortunately we cannot arrange that. The condition is now that in order that this arrangement should be carried out you should put in an application upon a printed form to the Civil Service Commission, and that the position should be advertised generally all over the country, and that you should submit to a competitive examination in competition with all applicants who come forward; then if you demonstrate the excellence of your qualifications to the satisfaction of the Civil Service Commission you will get the job, otherwise not." He would not agree to that. He is not going to do that. He would not take the chance of being turned down in his own community as an unsuccessful candidate. He could not consistently, with the dignity and etiquette of the profession, do such a thing.

Q. Don't you think it would be a better system in cases of that sort for the responsible officials of the department to select a man that they thought had all the qualifications for the position, and then the department would satisfy the Commission that this man was properly qualified?—A. I do not see why the Commission should have anything to do with it. The Commission would not profess to sit in judgment upon my selection, I am sure, of a man for the professional service of the Justice department. When I joined the service it was a serious question as to whether I should join the service, because my prospects in the profession were very good, and I made careful inquiries at the time. It was Sir John Thompson who asked me to come at the time when Mr. Sedgwick was appointed to the Supreme Court Bench, and he pointed out to me the advantages of the position, and he told me that as far as the administration of the department was concerned, I would have the selection of my own staff, and it is really necessary for the officer who occupies my position that he should have that. I have served under a good many ministers, as you know, sir, and of different political views, but that principle of administration has been inherent in the department without exception. When this Commission was appointed I had some correspondence with Dr. Roche. We needed professional assistants very much at the time, because our services had grown. Particularly since the war new services have emerged, the ordinary business has increased, and we were very much pressed for help but unless you get the

proper man, unless you get a man who has the learning, the mental furniture and personal equipment necessary, and he is agreeable to the companions with whom he works, it is better to do without him. Now, I asked Dr. Roche if, as he understood the Commission—the regulations governing the Commission—it would be possible for me to make a selection and have it put through. I had no interest to serve except the efficiency of the service, and the answer was no, that this could only be done by advancement, application, competitive examination, and decision of the Civil Service Commission.

By Mr. Brown:

Q. Does that mean with the higher positions under you as well?—A. Yes. Now, that is what I want to ask this Committee to do. I would like to appeal to you to do something to relieve that situation, and, if you can do nothing else, the time that you have spent here would have been served to the advantage of the community, if you would even restore that clause that was in the Civil Service Act from the beginning. It is taken, I am sure, from the Treasury Regulations in England, enabling the Government to make its selection upon the recommendation of the deputy minister for professional, technical, or otherwise peculiar positions.

By Mr. Chevrier:

Q. On that point I am prepared to say this: I agree with you on section 21, but I am not prepared to agree with you on the words " or otherwise peculiar."—A. Those words, " otherwise peculiar," serve a very useful purpose.

Q. For the deputy minister, but probably not for the benefit of the Civil Service?—A. I am not speaking for myself, I am speaking for the good of the service.

Mr. MARTELL: Mr. Chevrier, the objection to these words " otherwise peculiar " is simply coming from the civil servants who get into the service for a little while.

By Mr. Chevrier:

Q. I am in favour of the restoration of section 21 by striking out the words " otherwise peculiar," with this palliative, that unless there be inserted in the law something which will be to the effect that no deputy minister will go out to make a promotion and bring someone from outside into the service over the head of somebody who is in line for promotion. If the deputy minister, on his own responsibility, would say, when he makes the appointment, that there is nobody in line for promotion to the position, I have no quarrel, but where I do find objection to those words, " otherwise peculiar," is that it left the door open in some cases for the placing in the service of a man who might be well qualified to fill the position, and who was put in over the head of another man in the service well able to fill the position, but for some reason or other the deputy minister did not see fit to promote him. I want to say that I stand for merit in the service. I might as well say it now I have said it all the time.—A. That does not apply to anything that has ever arisen in my experience, but if you want to cover that, why not introduce some further words into the certificate which the deputy is to make?

Q. I have no objection to that.—A. That there is nobody in line for promotion who would be qualified for this position.

Q. Well, leave these words there if you like, but have some stipulation that the deputy minister certify that there is nobody in line for promotion for that particular position. Then, if there is, the deputy minister is held responsible, and is held to something that he has written down. I would agree to that provided that safeguard is given to the service.—A. Of course, when you

say "in line for promotion," everybody in every branch of the service is more or less in line for promotion.

Q. Must some discretion not be used?—A. Yes, but the real point would be whether or not there was anybody in the department eligible to fill the position by promotion, who has the essential qualifications.

Q. Well, the deputy minister is the man to say. He can say that there is not, or that there is. Well now, if he will give a certificate that there is not, then, all right, he is responsible. Then he can be pinned down to that, and if there is a civil servant who believes he was sufficiently qualified, and the civil servant has a right to appeal against that, I am satisfied.—A. Incorporate that into the certificate which he will make as a condition to the exercise of the power conferred by that clause. That gets over that difficulty.

Mr. CHEVRIER: It could be done, but I do not want that section to go back in its exact form without some protection being given. It could be easily agreed as to what nature that protection would be, but I would fight for that protection.

By Mr. Lewis:

Q. If you need a new person in your department do you not state the qualifications of the assistant that you require to the Civil Service Commission? —A. Yes. Every single individual in the service has his place, and the qualifications of his place are described in this big yellow book that they have published. It is not necessary to state anything except that you want a man who answers to this particular call. His name is there, and there is a half-page you will find written about him.

Q. And if there is a man in line for that position, he has a right to enter into that competitive examination in your department?—A. I think it is no disqualification to a man, because he is in the service, to compete for another job in the service. I think he can do that.

Q. In answer to a question a little while ago, you said it would be better to eliminate the civil service from internal work?—A. Yes.

Q. How large is your department? Your department is small compared with many others?—A. Yes, inside, here at Ottawa, perhaps somewhere about eighty.

Q. I can easily understand that where you have a department of the deputy minister with over eighty men, the deputy minister will be fully qualified to oversee every branch, and understand all about it.—A. Of course, you understand, my experience as deputy minister here is only valuable in relation to the Department of Justice.

By Mr. Chevrier:

Q. How many classes have you got in those eighty employees—how many classifications, junior clerk, junior typist, senior stenographer, how many have you got? Did you count them?—A. I do not know. I brought up the estimates here. Perhaps I could tell you. I brought this up in case I would be asked a question. There is one assistant deputy minister, four senior advisory counsel, two advisory counsel, two junior advisory counsel, one technical adviser, one superintendent of penitentiaries, one chief of the clemency branch, one purchasing agent, one accountant and general registrar, and two accountants.

Q. Supposing you take your clerical staff, say immediately from the chief clerks, how many classes have you got under the chief clerks—the head clerks? —A. They do not have anything like a chief clerk now. We had a simple classification which was much preferred to this.

Q. That was the old Act?—A. You had the first-class, second-class, third-class, messenger, sorter.

Q. If you can give them conveniently, for instance, starting from the junior clerk typist and the clerk typist, and the junior file clerk, and the file clerk, and the senior file clerk.—A. Will this answer? You have a stenographer bookkeeper.

Q. That is one class.—A. And you have got a registry clerk, a senior file clerk, a file clerk, and three senior law clerk stenographers, and six law clerk stenographers, and two senior clerk stenographers, and nine clerk stenographers, and one junior clerk stenographer, and one clerk typist, one junior clerk typist, three confidential messengers, and two messenger clerks, and then in the Supreme Court—

Q. Just on that score, you have twelve classes to cover simply a stenographic class.—A. Yes.

Q. I mean, purely and simply the clerical class?—A. Yes.

Q. What is the difference between a junior clerk typist and the clerk typist? —A. I do not know.

Q. Is not the difference this, that one gets sixty dollars less than the other? —A. Yes.

Q. And the junior clerk typist and the clerk typist could do the same work? —A. I should rather suppose so, but they go to work and make all those places, describe them all, and they say, "We make all those places," and then the next thing is, "Who are we going to put into them?"

Q. You have eighty odd officials in your department. Just from a purely clerical staff you have already named twelve classes. There may probably be twenty-five or thirty classes for the eighty employees. That is the fault of the classification; that is the fault of the law?—A. There seems to be 91 here altogether; I said about 80, but there seems to be 91.

By Mr. Lewis:

Q. Yours is a very small department.—A. Of course, outside of that we have the penitentiaries.

Q. I am speaking of the inside department.—A. Yes, it is a small one.

Q. And in a small department is it quite possible for the deputy minister to oversee every branch of the department?—A. Yes, in a fashion.

Q. I can readily understand that in a department where there are 90 members, but in a department where there are perhaps over 1,000, it might be impossible for the deputy minister to oversee everything.—A. Yes, you would depend more, I should think, on the chiefs of the branches there.

Q. In regard to the merit system, in which I agree with my honourable friend Mr. Chevrier, you said that it tended to demoralize the inside service. Will you tell me what causes that demoralization?—A. Well, what I mean is this, the officers and employees—

Q. Does it rob a man of his ambition, because he knows he has to compete before he can get on?—A. He has to compete in the first place, in order to get in, and as I have explained, for the higher offices you cannot get the best men to compete. You cannot look to the same field, the same broad field for selections that you could in the absence of that system. Then also, I think these regulations take away the administration from the deputy head, from the minister, from everybody in the department who is concerned with the work of the department the authority and power to recognize and to reward good service, and that tends to produce a system where the officer or employee, instead of doing his utmost to advance the work and stand well with his department, is more inclined to look at the clock and the Civil Service Commission.

Q. Once a man gets into the service is he not under the jurisdiction of the Civil Service Commission any longer, after he gets in that particular position? —A. He is, as far as promotion goes, which is the main thing he looks for.

Mr. MARTELL: His work is classified by the Civil Service Commission?

By Mr. Lewis:

Q. I understand that, but after he gets into the department the jurisdiction of the Civil Service Commission ceases as far as that man is concerned; he is under your direction?—A. Yes.

Q. The thing that demoralizes the Civil Service is that after they once get into the position, they remain stationary and there is no ambition for advancement, because they cannot be recognized inside.—A. Yes, there is no recognition of the value, of the personal qualities of the man. You take that book, you take the yellow book, and if you read the descriptions there, you will find that if you were put into that place you would begin at a certain rate, and if you make a moderate success of it, or if you are considered passable, you go on step by step till you get to another place. Maybe you could never get out of that particular description of duty, because as a man continues to perform a certain duty, he acquires special adaptation, special skill, and perhaps in a way he loses capacity to get on with something else, and there he is, anchored in that particular place. Now, this system denies to him any advancement which he is to get by reason of the fact that he becomes particularly, specially, excellently qualified for the discharge of those duties, and brings to the discharge of those duties personal capacity, personal skill, personal usefulness, which, perhaps, very few other people would possess, but nevertheless, although he is recognized as having all these qualifications, as far as reward is concerned he gets nothing more and cannot under the system get anything more than the man who has the minimum qualifications for the job, and who can continue to hold his job and to rise gradually to the maximum salary.

Q. Suppose, for instance, there is an open examination for a position just above that. Will any recommendation from you as to classifications count in that examination?

Mr. CHEVRIER: It will go in as a rating.

By Mr. Lewis:

Q. Therefore, that special qualification—?—A. If it is a matter of promotion it does not go in, because the statute says it cannot; that was a matter for consideration, a requisite, until the last two or thre years, when that was taken away.

Q. But the man has the right to compete for that?—A. He can compete for an outside position.

Q. One in the same department, higher up?—A. I think so.

By Mr. Chevrier:

Q. But then, in that case, if one competed for a position higher up than his present position, if he wanted to go up two ranks, and passed the examination successfully, then, as he would be promoted under that examination, he would be changing class?—A. Yes.

Q. I suppose it would have to go through the same way, by orders in council, to ratify his promotion, would it not?—A. No.

Q. It would go through the ordinary routine, in the usual way?—A. You make the promotion, there is no order in council. The Civil Service Commission makes the promotion.

Q. The classification was the result of the cogitations of the Grieffenhagen and Arthur Young Company, and then it was forced upon the Commission to administer.—A. Yes. Sir Joseph Pope the other night said that the Commission, " is faulty in several leading respects, among which I may mention the system under which a clerk's salary is determined exclusively by the position

which he holds—that is, of ignoring the personal qualities of the clerk". Do you agree with that?—A. That is involved in my answer to Mr. Lewis.

Q. He said further—this is on page 587: " Until a radical change is effected in this and other respects, there is no use talking about a satisfactory service. I object, moreover, to the present complicated classification in force, which, besides being a positive hindrance to administration, requires a special education to understand." Do you agree with that?—A. Yes, generally; I do not know about the special education.

Q. Do you agree with this: " The present inflexible, rigid, mechanical, iron-bound system destroys initiative, kills individual effort, is subversive of discipline—"?—A. Yes, I would think that was right.

Q. That is the fault of the present classification which was thrown upon the Civil Service Commission for administration, is that right?—A. Yes.

By Mr. Martell:

Q. Mr. Newcombe, have you any authority to allocate the different lawyers of your staff to different work? For instance, suppose you are rushed in one particular branch of law; can you take one of your lawyers out of another kind of work and put him into that branch?—A. Oh, yes, I am quite at large as to that.

By Mr. Chevrier:

Q. I understand that it does not entail a change in his classification?—A. Strictly, no. That is, in a professional department you can understand that that sort of thing does not arise. If a man is classified for junior work, and is asked to do senior work, he considers it a considerable advantage to do it.

By Mr. Lewis:

Q. A moment ago you acquiesced in a quotation from the evidence of Sir Joseph Pope, in regard to a lack of discipline. Would that be in the department, internally?—A. I would think so. Of course, as I have said, in my department, which is a small department, we are working together very very harmoniously.

Q. But if there is lack of discipline, has not the deputy minister what I might call supreme authority over his department?—A. Yes.

Q. And if there is lack of discipline, could that man not be disciplined?—A. Yes.

By Mr. Chevrier:

Q. Can you dismiss a man after he has been in your department six exercise of the disciplinary powers as reasonable as you can, and what I think Sir Joseph Pope is complaining about is that you put artificial barriers and restrictions about which interfere with the exercise of the power which he theoretically is supposed to have.

Q. Can you dismiss a man after he has been in your Department six months?—A. The Crown dismisses him.

Q. Can you recommend that he be dimissed?—A. Yes, at any time.

Q. Whom would you recommend that to?—A. I think, as it stands, when a man is sent there he comes on probation. After probation, I would recommend it to the minister; the minister would take a report to Council to dismiss that man.

By Mr. Lewis:

Q. A few moments ago, when speaking of your department, you thought it would be better for the deputy minister to choose certain men. Take for

instance in a department where there are certain scientific qualifications required. Would it be possible for the deputy minister, under all circumstances, to be fully acquainted with these scientific qualifications that are required. For instance, take the Minister of Agriculture, and there are certain scientific positions under his department, with scientific qualifications. Would the deputy minister be qualified, in all cases, to say, "Here is a man to fill that position", the same as you can do in your department?—A. Well, he might or he might not, I don't know.

Q. I mean that your department being small and under one regime for instance, would be classified?—A. Certainly. I would suppose that for these high technical positions in the department, they would make their selections very much on the same principle that a Board of Governors of a University would make its selection for a vacant professorship. There is the minister, and there is the deputy, and they would consider the applications coming in. The same with the information that comes to the Civil Service Commission. It would come before the minister and his deputy. I do not recognize in the Civil Service Commission, in their general capacity for the unfortunate job with which they are connected, that they should select a lawyer, an engineer or a chemist for any of these special positions.

Q. They do not do it themselves, they have certain men.—A. If they do not do it themselves, what becomes of the question of patronage? Where is the patronage? If the officers to whom the duty of making these selections is committed by statute do not make the selections, surely it must be that they delegate the selection to somebody else.

Q. They do delegate the selection to somebody else; at the same time, those to whom has been delegated that authority hold competitive examinations?—A. Then there is no responsibility for those selections at all.

Q. The responsibility naturally comes back; the Civil Service Commission delegate their authority to the Council?—A. Say we appoint A, B or C to make these selections, and they make them, they have to answer for and be responsible for their selections. Do you say that there is no patronage involved in that?

Q. Not necessarily, and not practically.—A. Practically there would be.

Q. You say you do not go to the best man and ask him to apply, therefore as far as this delegation to A, B or C is concerned, the position is advertised in the first place?—A. Yes.

Q. Certain men apply for the position, and A, B and C are delegated to examine those men. Does that not eliminate patronage, because they have to make their choice out of those who compete for the position?—A. Do you apprehend that those men have the candidates before them, and hold a written or an oral examination upon which their decision is founded?

Q. Not necessarily.—A. He submits his credentials, and they are judged by the people who are more or less conversant with the particular line of business with which the supposed position is associated.

Q. A, B and C are not delegated to go to certain men and ask them to compete on the competitive examinations?—A. No.

Q. That eliminates patronage, as far as outsiders are concerned, the only thing is that they might have a favorite among the candidates that apply?—A. Yes, that is possible.

Mr. MARTELL: Why not let the deputy minister be the judge of the capacity of a man for any branch; for instance, who knows Mr. Newcombe's department as well as himself? He has been there 25 or 26 years under various ministers, a man of good reputation at the Bar; suppose he wants a man for a particular job, he knows a man who is fit for the position; if he thinks that there is no

better man for the position why should he not have the opportunity of selecting him?

Mr. LEWIS: I will admit that, as far as his position is concerned.

By Mr. Chevrier:

Q. In your own experience, do you know whether it has happened that a technical position has been advertised and that certain professional men who could very well have filled that position refused to compete, for instance, lawyers, doctors and professional men of standing refused to compete with young men just out of school?—A. I do not know it as a matter of fact, but I should anticipate that that would be the case.

Q. You simply anticipate or expect that that might be the case?—A. We have not filled a professional position under this system.

Q. This may probably be a hypothetical question; would you feel that a man who might be eminent in the medical profession, or a chemist, a lawyer or an engineer, would not like to come down and compete with younger men who might be just out of school, and might have a certain way of writing on examinations, and that that would reflect upon them?—A. That is what I said some time ago. There would be that objection, and therefore the very men you wanted to bid for in making these selections would be excluded.

By Mr. Drummond:

Q. Have you read the evidence of Sir Joseph Pope?—A. No, sir.

Q. Evidence was given by Sir Joseph Pope which indicated that he went so far as to say that he was entirely opposed to the workings of the Civil Service Commission. Do you agree with that?—A. Well, that is a pretty broad statement you ask me to make.

Mr. CHEVRIER: It would be fair if Mr. Newcombe was asked about certain paragraphs, one after another. I for one did not get that impression from Sir Joseph Pope's evidence.

WITNESS: As far as the working of the Civil Service Commission are concerned, I am not objecting to their work. They are assigned a job which no doubt they are as well qualified to perform as any people who could have been selected for it. But they have a system to enforce which I submit is a bad system.

By Mr. Drummond:

Q. While improvements could be made in the working of the Civil Service Commission, do you approve of the Civil Service Commission as a means to that end, or to the desired end?—A. What I said was that I thought the Civil Service Commission could serve a useful purpose in ascertaining qualifications for clerical positions, so that there would be a body to whom we could refer, who would be able to certify to employees who had capacity in one line or another, according to the nature of the work required. But when you go above that and ask them to make selections for professional, technical or special positions, I say that that service could be performed better, with more economy, and produce better efficiency without the assistance of a Commission.

Q. You approve of the Civil Service Commission as a means for making appointments, promotions and transfers, and all that sort of thing?—A. In the lower grades.

By Mr. Brown:

Q. You think that if a little more discretion were given to the Civil Service and with a little more amity between the service and the Commission, these questions could be solved with satisfaction to everybody? If you have a

particular person selected for a particular job, and the Commission have said that they cannot take your recommendation, that it must go through the regular channels, if they were given a little more discretionary power and there were more friendly relations between the Commission and the deputies, could the problem not be solved in that way?—A. I daresay the situation might be improved if the Commission were given power to make these appointments upon the recommendation of the deputy when advertising for applicants and holding the competitive examinations. Then if the Commission were disposed to accept the deputy minister's recommendation and be satisfied with the ground upon which it was made, that I would say would solve that particular difficulty, but it would be solved at the loss of time by the deputy minister going to the Commission and discussing with them and satisfying them of the propriety of his selection, which I submit is an unnecessary waste of time.

Q. I can understand that in your department it is very desirable that you should have a good deal of authority with regard to men for certain positions, perhaps more in your department than in some others. I think I can understand when you say that there are certain positions where men of professional standing will not enter into a competitive examination. But that might not be true of all departments?—A. I am speaking only of my own department, and of my general knowledge of the service.

Q. The Commission might, however, function very satisfactorily in regard to other departments, and yours as well, if they were given a little more extraordinary power?—A. I suppose so, necessarily.

By Mr. Drummond:

Q. Let me quote a sentence from the testimony of Sir Joseph Pope:

> "The present unconstitutional, cumbrous and hugely expensive system should be done away with as soon as circumstances permit."

Do you agree with that?—A. Generally.

By Mr. Rinfret:

Q. We have not heard the outside service mentioned yet. I would like to put a few questions to you about that. Penitentiaries come under your department?—A. Yes

Q. The nominations for wardens and other employees in those penitentiaries come under the Civil Service Commission?—A. Yes.

Q. What is the method followed; do they hold competitive examinations?—A. Well, yes, of the sort described. I think they advertise. You asked me about the wardens. I think if there was a vacancy the office would be advertised, and the applicants would apply, with all certificates and statements of commendation as to their capacity for the particular office which they can produce. Those are appended to the examination, sent in to the Commission, and the Commission then considers, with the assistance of any persons they may call in to assist them, which of those applicants seems to be the most likely to succeed in the position for which he is applying. So they make their selection, the department is notified, and the particular gentleman takes charge of the penitentiary.

Q. Do you advise the Commission in any particular in such appointments, I mean do you have to give your own opinion?—A. No, I do not have to give it.

Q. They do not come before you at all?—A. Sometimes on occasion I might be asked. It does not necessarily come before me. On one occasion I remember seeing the applications.

Q. I understand the recommendation of the local officer or head of the penitentiary is some factor in determining the appointment by the Commission? —A. That may be so.

Q. A recommendation as to the physical fitness and character of the different applicants?—A. Yes.

By Mr. Brown:

Q. Is it not a fact that the great majority of men occupying positions in the penitentiaries are men who have made good in the lower departments and have been promoted?—A. I could not say.

By Mr. Rinfret:

Q. Do they occasionally take a man from your department in Ottawa and send him outside?—A. No. What they would do, I think, if they could, would be to promote the warden or some penitentiary officer of experience.

Q. I did not have in mind the warden particularly, but the different employees of the penitentiary. I understand the same method is followed up by all of them. Is it not likely that one of your employees here would apply for one of those positions?—A. That is not likely. There are 419 permanent employees in the outside penitentiary service. There are six penitentiaries.

Q. How were the appointments made before the Civil Service Act came in? They were made by the minister, I understand?—A. Yes, by the minister as to a few of the higher positions, the lower positions by the warden. Most of them are guards or keepers. They were selected by the warden. The warden would have his list; people would come in and want a position as a guard in a penitentiary; he would have his list and would make his selection of the men best qualified.

Q. That was the old way?—A. Yes.

Q. Under the new system, does the warden affix his recommendation to the applications?—A. I think in reporting to the Commission a warden's recommendation is generally communicated, for the selection of a guard or a keeper.

Q. That would become one of the factors before the Commission for their final decision?—A. I think so.

Q. Would you venture an opinion upon this system, as to its efficiency in procuring good men?—A. I do not think it has operated to produce any better men than we had formerly. There are always mistakes made in connection with selections, and there are some good men and some not so good. There is considerable correspondence, a great deal of correspondence about these appointments, forms to sign, time is taken up at a very large expense; a very large expense is involved in the administration of the Civil Service Commission. You may have ascertained how much that is; I do not know, but I have no doubt it is a very large expense, all of which would be eliminated if we reverted to the former system, at least without any prejudice to the service.

Q. May I put it this way: You get no better men under the new system, it takes a longer time and it costs more to get them?—A. I would agree with that, generally.

By Mr. Chevrier:

Q. Do I get the gist of your evidence that in your opinion all positions not subject to a competitive examination should be handled by the deputies? —A. Yes, I would agree with that, as I understand it.

Q. And that all positions that can be filled by competitive examinations should be under the jurisdiction of the Commission?—A. Well now, I qualify that, the clerical services I mean.

Q. When you come to the technical positions that are not susceptible to competitive examinations, they should be left with the deputy ministers?—A. Yes.

Q. The Deputy Ministers should have more to say with regard to promotions, sick leave, statutory increases and the like?—A. Yes.

Q. They should have more authority than at present?—A. Yes. The minimum and maximum salary is a very questionable thing. We have to start at the minimum, which may be too much, and we have to stop at the maximum, maybe it is not high enough.

By Mr. McBride:

Q. Is the number of men employed in outside penitentiaries on the increase?—A. Yes, because of the increase in the prison population.

Q. The number is on the increase?—A. Yes. The convict population has increased enormously within the last few years, consequently we have to have more men to look after them.

Q. Can you give any reason for the increase?—A. The increase in the number of convicts?

Q. Yes?—A. Well, there are two prominent things, the war and prohibition. I am saying there are two things that influence very much the social life of the country. Whether that is the cause or not I do not say.

Q. In your opinion then prohibition has increased the number of inmates of the penitentiaries?—A. I did not say so.

Q. What has increased it, then?—A. I don't know. I am saying that there are two prominent conditions you have to consider.

Q. Prohibition is one of them?—A. I mentioned the war and prohibition.

By the Acting Chairman:

Q. Is it not a fact that there has been a great loosening of morals generally since the war, as a result of the war, the world over?—A. Yes. There is no doubt about that. There has been a great deal of serious crime.

Q. This Committee has been appointed for the purpose of inquiring into the operations of the Civil Service Act, rather than inquiring into the principles of the Act. Would it be possible during the recess for a conference between the Commission and the heads of the departments, to secure greater economy and efficiency in the service, by conferring together, under the Act as it now exists, to secure greater efficiency and greater economy?—A. Well, I do not know, I am sure. The deputy ministers had a conference with the Government on the subject last summer—I was not present at it—and they were asked to form a Committee to consider and make recommendations. They have a large Committee, and they use this report. If the Civil Service Commission in consideration of that report could make any recommendations which would assist, so much the better, but as it stands that report represents the considered views of the deputy ministers.

Q. You do not think that any further conferences between the Commission and the heads of the departments would be of any use?—A. No, I do not think so.

Q. If these recommendations of the heads of the departments were followed, there would be greater efficiency and greater economy?—A. That is my opinion.

Q. Both in the inside and the outside service?—A. Yes.

By Mr. Parent:

Q. Do you know anything about the preference given to the returned soldiers on the examinations of the Civil Service Commission?—A. I know

there is a provision in the law which gives a returned soldier the preference where he has demonstrated his qualifications for a place.

Q. There are cases where a returned soldier might have fifty or sixty marks competing against a man with eighty-five or ninety marks?—A. Yes.

Q. In which the returned soldier would have the preference?—A. Yes, by law, by statute.

Q. Do you think that is a good move for efficiency in the service?—A. Well, it is not designed for efficiency in the service. I do not see how it can be argued that it promotes efficiency in the service, to appoint a man who is less qualified than a man who is perfectly qualified. It is not designed for that purpose, it is designed as a recognition of his services in the capacity of a soldier, and the country waives to that extent efficiency in the service, for the purpose of affording him employment. That is a political matter. It is not for the efficiency of the service that that is done, obviously.

By the Acting Chairman:

Q. As a result of that preference, the service has not been rendered more efficient?—A. No.

By Mr. Brown:

Q. It is a matter of how much we are prepared to sacrifice in order to carry out our obligations?—A. Yes.

By the Acting Chairman:

Q. I have heard of young men who did not take up military service being debarred from entering the Civil Service, being too young to take part in military service, and that that has been an injustice to them. Have you heard anything about that?—A. There is a great deal to be said about that. It might not be unreasonable to consider that whatever is to be done for the returned soldier, it should be done by way of special provision, and that as far as the civil service is concerned the efficiency of that service is not to be impaired by introducing men whose qualifications rest chiefly in the fact that they are returned soldiers.

By Mr. McBride:

Q. Is it not a fact that most of the returned soldiers who have been appointed to these positions have made good?—A. I am not prepared to say. I think, as far as I remember that we have one in my department who has done very well. I do not know whether we have another or not.

Q. Are you aware that any of them have not made good in your department, or in any other department?—A. At the moment I only know of one who has come in under that preference, and he has made good.

By Mr. Martell:

Q. Is he a professional man?—A. No, a clerical man.

By Mr. Parent:

Q. We have had suggestions as to Whitley Councils and certain appeals given to men in the service in cases they consider to be injustices. Have you given any thought to the possibility of the appointment of a judge for instance to hear such apeals; have you given any thought to that consideration?—A. To hear appeals about qualifications?

Q. To call in a judge to hear such appeals in cases of injustice committed towards a man in the service?—A. In relation to his classification?

Q. Yes.—A. No, I have not considered that. At present the classification is done on the authority of the Commission, and they consider any represen-

tations made to them as to any injustice, and correct it if they think it to be an injustice. You are suggesting that there should be an independent tribunal for that purpose?

Q. An independent tribunal presided over by a judge, to hear such appeals. —A. I have not considered that, but I would not be disposed to think favourably of it. I think the less machinery we have in the service the better. There is too much already.

Q. You would have to give further consideration to it before giving an opinion upon this question?—A. Yes.

Witness retired.

Mr. ALEXANDER JOHNSTON, called, sworn and examined.

By the Acting Chairman:

Q. What is your name?—A. Alexander Johnson.

Q. What is your position?—A. Deputy Minister of Marine and Fisheries.

Q. Have you a statement prepared, or do you prefer to be questioned?—A. No, I have no statement prepared.

Q. How long have you acted as deputy minister?—A. Since 1910.

By Mr. Rinfret:

Q. You were a member of Parliament, were you not?—A. Yes.

Q. What I mean by that question, I might explain, is that you have experience both as a member of Parliament and as deputy minister.—A. Yes, I have had.

By Mr. Parent:

Q. You were a member for how many years?—A. Two parliaments.

By Mr. Chevrier:

Q. Which ones?—A. 1900 and 1904.

Q. Representing the constituency of—?—A. Cape Breton.

By the Acting Chairman:

Q. You were appointed a deputy minister under the Civil Service Act of 1908?—A. Yes.

Q. Or while that was in effect?—A. Yes.

Q. So you had opportunity to see how that Act worked in the department and in the public service generally?—A. Yes.

Q. And you had also experience under the new Act of 1919?—A. Yes.

Q. Generally speaking, do you consider that the Act of 1919 has brought about improvements in the department, and in your department especially?—A. It has not brought about any improvements in our department.

Q. In what respect? Will you give the Committee some information?—A. In the respect that the appointments that have been made to the staff of our department under the present Act are no better, putting it mildly, than those that were made under the previous system.

Q. Do you have the appointments made as quickly as you desire?—A. No. There are delays under the present system that need not necessarily have occurred under the old system.

Q. Would you tell us briefly how appointments were made under the old system in your department—what occurred when a vacancy presented itself? —A. In the inside service?

Q. Yes. The outside service, I understand, is not under the Commission. —A. Well, the usual practise outlined under the Civil Service Act of 1908 was observed.

By Mr. Chevrier:

Q. Did that recognize the merit system?—A. The merit system was recognized in the civil service, yes, in the matter of promotion, etc., etc. All promotions were considered on the basis of merit.

Q. And under that Act of 1908, did you get more clerks than were wanted? Did anybody force clerks upon you?—A. No, at no time since I entered the public service was I opportuned to employ anybody in the department who was not required.

Q. Now, you know the contents of the report of the deputy ministers. I think you were one of those who signed?—A. I was one of them. Unfortunately for me, I am not just as familiar with it as I would like to be, for the reason that I was away. During that period quite a number of meetings were held, and I never found the time to make myself familiar with all that has taken place at the meetings which I was unable to attend, but in a general way I know. I was present at the concluding meetings, and was a consenting party to the conclusions that were reached.

Q. I think that there was a meeting, and as a result of the investigations of the Spinney Bill Committee, a committee was formed of the various deputy ministers, who suggested a list of classes of divisions recommended for exemption from the operation of the Civil Service Act by the various departments. I find at page 88, (Marine & Fisheries) a large number of positions that are suggested should be excluded from the operation of the Civil Service Act?—A. Yes.

Q. Did you have anything to do with the making up of that list?—A. Yes, I collaborated with the officials of my department, and gave it the best consideration I could give to it.

Q. What would be the reason that influenced you in making the recommendations that these positions set out at page 86 should be released?—A. Broadly speaking, the reasons were two. First, with regard to all classes that are mentioned here, we took the position that we are better fitted and in a better position to make selections of the men required for the particular services than anybody else. No. 2 is that in my judgment, at all events, there is a measure of economy attached to the selection, that is, at this particular time, and at any time, worth considering.

Q. Now, some of these positions were released by the Order in Council No. 1053, but others were not?—A. No.

Q. Now, can you say what the reason was,—or let me put it this way to cut it short—do you think that if there was another meeting between yourself and other deputy ministers, and the Commission, that something could be done with a view, to giving expression, to giving effect to your recommendations?—A. Well, I am quite unable to make any definite statement about that. That would very largely depend on the attitude of the Civil Service Commissioners.

Q. As far as you are concerned, you believe it would be in the interest of your department that you should have yourself the appointment and selection of these people?—A. Yes, that is my judgment—my well-considered judgment.

By Mr. Rinfret:

Q. You mentioned that that would procure greater economy?—A. I think so, yes.

Q. Will you explain that a little further?—A. I take it that in the selection of all these classes here, the Civil Service Commission necessarily expends a considerable amount of money in making the selections which could be saved if the department were making the selections, because the department in the last analysis makes, or to a very considerable extent makes the selection. Our machinery is not lessened in the slighest by any efforts, or any work that the Civil Service Commission performs in the selection of these men; that is, the expenses of our department are not reduced.

Q. And to these expenses are added the expenses incurred by the Commission?—A. Incident to the work that the Civil Service Commission does in making the selection.

Q. And they do not secure better men than you could secure?—A. No.

By Mr. Chevrier:

Q. Now, for all of the other positions, except those that are mentioned there at page 86, you would be in favour of appointments being made by competitive examination?—A. Do you mean the ordinary clerical position?

Q. Yes.—A. Most certainly, yes.

Q. And are there any appointments here that are what might be called technical positions?—A. Yes, there are.

Q. You have written in here the positions, whether technical or otherwise, that you want to discuss?—A. I have not looked over the list. I am not sure that we have included in that list all that we would desire to have eliminated from the operations of the Civil Service Commission. I would want to refresh my memory, and as I look at it, I am not sure that we did.

Q. Now, then, in reference to promotions in the service, have you any fault to find, or any suggestions to make, as to the present law?—A. I have no very great faults to find. If it is considered best by the service generally, and if it is considered best by Parliament, which after all is the supreme judge, I have little or nothing to say about it.

Q. Have you any suggestion to make as to the classification? Do you find it works out right?—A. I am satisfied that if you ask the employees of my department, there would be unanimity to the effect that the classification is not satisfactory; that is, if the representations that I have been listening to for the last four years are any indication of the feeling of the men in the department, they are not satisfied.

Q. Would you suggest anything to improve that?—A. I am not quite sure, and I would not like to submit that I would be any more successful in making a classification that would be any more satisfactory to the employees of the department.

Q. I do not want to quibble or argue, but suppose there are a large number of employees in your department who are satisfied, and a certain number who are not, who think there is something wrong, and having an intimate knowledge of the department, would you not be able to suggest some palliative or cure somewhere?—A. If I understand the situation correctly, a very large amount of the dissatisfaction that obtains in my department, at all events, arises from the fact that from time to time some of the employees discover that men in other departments, doing work which they contend is practically similar to the work that they are performing in my department, are classified at a higher figure than they are. This produces a measure of dissatisfaction that is very general, and upon the matter being gone into very carefully I have rather satisfied myself that that is so. The classes that obtain under the 1908 Act were few in number, and they were general throughout the service. Men were included in one class or another, and the same classification practically applied to all the departments of the Government. If asked as to whether it is right, or as to whether it is wrong, I am satisfied it produces a greater measure of dissatisfaction among the employees of the civil service.

Q. And if you had a recommendation to make, even without your power, to choose between the present classification, and the old one, you would choose the lesser evil?—A. I would, largely because I think it would bring about a greater measure of satisfaction among the civil servants. I have an idea that it would, and anything that is calculated to bring about a greater measure

of satisfaction on the part of the civil service would be of greater value to the public service and to the civil servants themselves.

Q. Now, in your department, you said that there is a large number of people dissatisfied. What do you mean—that your department was treated worse than any other department?—A. No, I would not at all say that.

Q. On the general effect of the classification?—A. On the contrary, I have no reason to assume for one moment that the department over which I preside for the time being has been treated any worse, or any less favourably than any other department of the Government; but I do find, and I think it can be established, here and there, a case is made by picking up information, where people in other departments of the Government have been classified at higher figures than is the case in some instances in our department; and as I make inquiry all around, I find that that is not confined to my department at all.

Q. As to transfers, and other incidental exercises of the deputy minister's control over the employees, how do you find the present system to work?—A. I have no very great difficulty about it. My objection to it is that it should be necessary to apply to the Civil Service Commission at all for any transfer within the department. Various chiefs of the branches, together with myself and those who immediately assist me, I am fully persuaded, are generally better able to judge what ought to be done within the department than the Civil Service Commission can possibly be.

Q. And would that apply to the case of promotions also?—A. That should apply to the case of promotions. It should apply.

Q. I suppose you are favourable to a proper superannuation measure?—A. Yes, I am, for obvious reasons, but for the particular reason that I think it would bring about a measure of satisfaction in the public service, from which the public generally would reap an advantage.

Q. I agree with you there. Now, you have heard about these councils. How would you favour the appointment of a council within say the Civil Service Commission, on which the service would be represented?—A. Well, I am unable to see that any useful purpose would be served. As far as our department is concerned, I am quite unable to see where the service or the employees would be at an advantage in any way. If any one in our department has a grievance, I do not think there is one single employee in my department who does not know that my door is open to him at all hours, early and late, and if he has a grievance, I think he would be compelled to say that he always received a sympathetic hearing—just as sympathetic as he would receive before any board.

Q. Under the present system, have you the power to exercise that sympathetic feeling?—A. No, but I have the power to make representations, as I do on occasions make representations, to the Civil Service Commission.

Q. With what result?—A. I have no fault to find with the conduct generally of the Civil Service Commission. In quite a number of cases they met my views. In some cases they did not meet my views. That does not mean to say that their views may not be the sounder one. In no case do I argue that they are wrong and I am right. I am bound to say that every case that I have brought before them they have brought to bear on these cases a sincere desire to reach a sound conclusion.

Q. Well now, in cases where they conferred with you, did these cases exceed the number of cases where they disagreed with you, or vice versa?—A. No, I would not like to make any definite statement. If I were forced without having to look up the record with some care, I think I would have to conclude that in the majority of cases our view has been often wholly met—very substantially met.

Q. Well, the only thing I am getting at is this, that in the final analysis, your views in the majority of cases having prevailed if you had been allowed by statute to do that which you had set out to do, you would have saved a lot of time and trouble and waste of energy.—A. We have in the past few years devoted a great deal of time, and the employees of the department generally, have devoted a great deal of time to a consideration of their own cases.

Q. That was the result of throwing this classification on to the service?—A. Yes.

By Mr. McBride:

Q. Under what system did you get your appointment?—A. Under the old system, which it is so fashionable to-day to call the system of political patronage.

By Mr. Chevrier:

Q. And they did not make a bad choice?—A. I do not know about that Mr. RINFRET:—Parliament lost a good man.

By the Acting Chairman:

Q. Deputy ministers are still appointed under the same system?—A. Yes.

Q. As regards the outised system, do you consider that the bringing in of the outside service under the Commission was an improvement to the service, that is, that it brought about more efficiency and economy?—A. It certainly has not brought about economy?

Q. Has it brought about efficiency?—A. I do not know that it has, as far as our department is concerned.

Q. Have you any suggestions to make to the Committee as to how the outside service—the appointment to the outside service—should be made?—A. There are quite a number of appointments in our department to-day that I think quite obviously can better be made by the department than by the Commission.

Q. For what reason?—A. For the simple reason that we have the machinery for the making of selections. We must necessarily have it. We must have it. Take the case of lightkeepers, scattered as they are all over the country. All light keepers receiving compensation in excess of $200 a year, are appointed by the Civil Service Commission. Positions, when they fall vacant, are advertised in the usual way, and the applications are received, and they are, as a matter of fact, referred to our people for consideration.

Q. You mean, the departmental officers?—A. Yes, and I think it will be found that in a very large number of cases, if not indeed in all cases, the Civil Service Commission accept the judgment of our officers as to the selections that ought to be made.

Q. Then, what advantage is there in sending those things to the Commission?—A. I am just unable to see that there is any advantage. It may be that the Civil Service Commission might advance reasons that would make it advantageous.

By Mr. Chevrier:

Q. But as far as you are concerned, you cannot see them?—A. I cannot see them.

By Mr. Drummond:

Q. For example, take the position of light keeper, do you make the selection entirely yourself, or do you act on the recommendation of some outside party? —A. Not always, but we act upon our own judgment, and on the judgment of outside parties.

Q. For instance, if a man is recommended to you by a sitting member of Parliament, that will be considered by you, provided that the man is fit in other ways?—A. Yes, but we take our own means to determine that he is a fit and proper person, and if he is not a fit and proper person, of course he will not get the appointment.

By Mr. Chevrier:

Q. Is the light keeper still under the jurisdiction of the Commission?

The ACTING CHAIRMAN: Above $200.

By Mr. McBride:

Q. I see here "Merchant Marine Signallers and Foremen". What examination have those men to pass?—A. Mechanic?

Q. Mechanic, yes.—A. Well, he is just an ordinary day mechanic.

Q. He would have to give signals to the ship?—A. No, no.

Mr. PARENT: He would operate the machine itself.

By Mr. Chevrier:

Q. That is, a competitive examination would not be suitable to determine his capabilities?—A. He would have to have mechanical qualifications that would have to be determined by a mechanical examination.

Q. In other words, a demonstration of skill?—A. Yes.

Q. Which could be done to the satisfaction of your representative?—A. Yes, could only be done to the satisfaction of his foreman, because it might very well turn out that it might take a week, two weeks, three weeks or a month, to discover whether a mechanic is really competent or not. It is one of those things that cannot be revealed in a day, week, or a month.

By Mr. McBride:

Q. What is the difference between a mechanic of marine signals, and an inspector of marine signals?—A. There is an inspector. Now, we have a chain of signal stations extending from Cape Race to the head of the lakes practically and we have an officer in charge of that service who evidently is called an inspector, because I do not see anything else that covers him, but I do know that we have an inspector and superintendent who cover the operations of these various signal services.

By Mr. Drummond:

Q. Could the mechanic for the marine signals also act as inspector for marine signals?—A. He may, but with these various classes, I am bound to say, I am not familiar under these names.

Q. Would not those two classes duplicate?—A. Not necessarily. You may have the mechanic who is doing his own work, but you have to have somebody who will have general supervision over the service.

Q. Could not the mechanic act as inspector?—A. Yes, he might very well have the qualification to act as inspector.

Q. Well, then, could the one man attend to the two?—A. No, he could not.

Q. He would have to have an assistant?—A. We would have to have an inspector who would have a certain territory to cover. He would operate within a certain territory, while a mechanic, of course, would work in his shop.

By Mr. Brown:

Q. You would have many mechanics where you would only have one inspector?—A. Yes.

By Mr. McBride:

Q. Those men who look after the signals must be accustomed to navigation. They must know the signals from ships?—A. Yes.

Q. Do they take a master mariner's examination?—A. Not necessarily. Just to become signallers, they need not necessarily pass a master's examination.

By Mr. Chevrier:

Q. But would it not be better determined by test and trial to be given by your representative, your inspector or your foreman, whether this man is capable to fill this position?—A. It is the only way by which it can be done. For instance, you take the signal service on the River St. Lawrence, which after all is the most important part of our sailing service. The only people who are competent to determine the fitness of anyone to be placed in charge of the signal stations are the men whose work it is to see that the work is properly done, O'Dowd, and the others. They are responsible for the administration, and for the proper administration, of the signal service staff.

Q. And is it rather a responsible position?—A. Quite.

Q. And does it need very particular technical skill?—A. Men who will do their work properly; it does not really require a very high grade of technical knowledge, but it is confined to the one branch.

Q. It is the man on the spot who knows who is best suited?—A. Yes.

By Mr. Drummond:

Q. You have four different classes of inspectors here?—A. Yes, all of which cover entirely different grades of work.

Q. Then it would not be possible to have these under one inspector, and thus reduce the staff in that direction?—A. Quite so, it might be possible. I am bound to say, and I have often said it and put it in writing, that I am not very much concerned with the titles. What I am concerned with is seeing that the work is carried out properly and economically and efficiently.

Q. The trouble seems to be that the creation of the title means an extra man?—A. I would not say so, necessarily.

By Mr. Rinfret:

Q. Could not a man bear two titles, inspector of gas buoys and inspector of fog alarms at the same time?—A. No, he could not.

By Mr. Chevrier:

Q. Not under the present system?—A. Not under any system, because there is more work than any one man can do.

By Mr. Rinfret:

Q. I mean this, Mr. Johnston. Supposing that you had an inspector of gas buoys and an inspector of fog alarms and marine signals. Supposing the man is doing this inspection work of gas buoys is he qualified to do the inspection of fog alarms?—A. Not necessarily so.

By Mr. Drummond:

Q. Could he not be?—A. If he had the qualifications, but even if he had the qualifications he could not do the work, it could not be entrusted to any one man because there is more work than any one man can do. Take the gas buoy inspector; there is a certain area which must have somebody whose duty it will be at all times to have supervision over these gas buoys to the exclusion of everything else, and that is at least sufficient to take care of all the work that he can do. It is similar with fog alarms. The duties and work are entirely different, the qualifications are different, and the man going to serve in the

capacity of inspecting the various fog alarms cannot be entrusted with the duty of looking after the gas buoys, because he has not the time. He may quite possibly have the qualifications, but he cannot have the time to do it.

Q. Then this does not apply to the usual operating of the classification, where there are a lot of titles that could be put into the one. The inspector of gas buoys, in this case, is wholly different from the inspector of fog alarms? —A. Quite different.

By Mr. Rinfret:

Q. Mr. Johnston, regarding the outside service, I understood you to say that the Commission takes into consideration the recommendation of the local officer? —A. Yes, they do.

Q. For a certain position?—A. Yes.

Q. That would be not only as to his knowledge or competency, but also as to his character and his conduct and his personal abilities. Would that be the case?—A. I think the Civil Service Commission, of course, would have general regard for the position that he held and the qualifications that he had for holding it.

Q. I am not speaking of promotion, I mean appointment.—A. I am speaking of the recommendation that any officer of ours may submit to the Civil Service Commission on certain applicants for positions.

Q. I suppose under the old system the department required that recommendation from the local officer?—A. Yes.

Q. And now under the system the Commission requires it?—A. Yes.

Q. So that would mean that the local officer—.—A. Of course, the Commission, no doubt, could do it themselves, but I think for the purpose of convenience and for the purpose of economy the Civil Service Commission ask us to do it.

Q. To secure it for them?—A. Yes, not because it is necessary that they should do so, they can do it independently of us.

Q. In regard to light-keepers who work in a remote place where there is no local officer, who would be called upon to recommend him?—A. There is no local officer, but we always have in every one of the districts an inspector of lights.

Q. So that the inspector is called upon to recommend so many candidates for light-keepership here and there?—A. Yes, the candidates whose applications are received.

Q. Is it your opinion that his recommendation has a great deal to do with the appointment?—A. I think so.

By the Acting Chairman:

Q. Is it a recommendation that he gives, or a rating?—A. My recollection is that the various candidates whose applications are received—the applications are submitted to the inspector of lights, say, in the district where the appointment is to be made.

By Mr. Rinfret:

Q. What would be your opinion on this point? Do you not think that the recommendation of a local officer or local inspector might be tinged with favouritism as well as the recommendation of a member of Parliament?—A. I do not think that you will ever get any guarantee that recommendations are not tinged with favouritism.

Q. Are you of the opinion that the responsibility is more or less than that of a member of Parliament?—A. I do not know that—.

Q. He is only responsible to the department, that is, the inspector, is he not?—A. He is only responsible to the department.

Q. And in cases like this, is it not a fact that the department has no means of finding out whether his recommendation has been tinged with favouritism or not? You do not know all the different candidates.—A. No, we do not. Usually, however, there is somebody around who knows a great deal about them; the inspector of lights, for instance or the officer to whom the names are referred. I am assuming that they make a somewhat diligent inquiry as to the capabilities of the various candidates, and while I would not say positively that any officer who might make a recommendation in favour of one or other of the applicants would not be tinged with favouritism. I think I would be safe in saying that as a general thing it would not be.

Q. Was it your experience that a member of Parliament did recommend for light-keeper a man who was not competent?—A. Very frequently, but there is this to be said about that. At the moment we discover, by the examination of the man, that he does not possess the necessary qualifications, the member so recommending has no more to say. Always, in every case I can recollect at the present time the member was quite satisfied.

Q. You would not appoint him?—A. No.

Q. While, in this case, the recommendation goes to the Civil Service Commission?—A. Yes.

Q. And they appoint him?—A. After doing just exactly what we would do, satisfying themselves as to the possession of the proper qualifications.

Q. May I ask by what means?—A. I think they rely upon our judgment.

Q. And you rely upon the judgment of the local inspector?—A. Yes, we do

By the Acting Chairman:

Q. The local inspector may live 500 miles away from where the lighthouse is situated?—A. Yes.

The ACTING CHAIRMAN: In my constituency the inspector lives in Quebec, 400 miles away.

By Mr. Rinfret:

Q. Under the previous system, you had the recommendation both of the member of Parliament and the local inspector?—A. Yes.

Q. In this case it is in the hands of the local inspector alone?—A. Very largely, to the extent of making or presenting an opinion for the benefit of the Civil Service Commission. The Civil Service Commission is under no obligation to accept his opinion.

By Mr. McBride:

Q. It might be that the Civil Service inspector would be more likely to give promotion to some person in the Service, through the Civil Service Commission, than a member of Parliament would be to shove in some of his own friends.

Mr. CHEVRIER: No, because he would have been already a qualified man.

Mr. MCBRIDE: I am referring to a promotion.

Mr. CHEVRIER: You could only promote a man in there, he must be qualified.

Mr. MCBRIDE: No, but sometimes a man is shoved over his head by the patronage system.

By the Acting Chairman:

Q. I would like to ask you this question, Mr. Johnston—

By Mr. McBride:

Q. I would like to have the witness answer my question.—A. I am not quite sure that I understand your question.

Q. Do you not think the inspector would be more liable to recommend some person in the service for promotion than a member would be?—A. It might very well happen.

Q. Would not a member of Parliament be more liable to recommend some of his friends or supporters than the inspector would be?—A. If we asked the member to so recommend, I have no doubt he would.

By Mr. Chevrier:

Q. But you would not promote or appoint him unless he gave satisfaction? —A. No.

Q. And in that way you still have to go through the procedure that is prescribed by the law, to send it down to the Commission and go through all this expenditure of time?—A. Yes.

Mr. DRUMMOND: Going back to the matter of this classification business, as a matter of information, I notice here that there is a rainfall observer.

By Mr. Chevrier:

Q. Just let me close this up. In your experience, did any member of Parliament ever interfere with the appointment of any of these men with you, force them on you?—A. No, not within my recollection. Members of Parliament, of all shades of political opinion, have made recommendations and representations to me on behalf of certain people, but no member of Parliament has ever suggested to me, since I came into the public service, that any unworthy person should be appointed to the service. I say that with all the vigour that I can bring to the making of the statement.

By Mr. Brown:

Q. Have you ever had it recommended to you that men performing their duty satisfactorily should be dismissed from the service? It seems to me one of the important things.—A. That is a matter that is—

Q. I know that is a harder question, but after all it seems to me an important one.—A. The Civil Service Commission does not relieve you from that.

By the Acting Chairman:

Q. These dismissals are authorized by statute, under certain procedure, for political partisanship after investigation, and so on.—A. Yes.

Q. I want to ask this. You make the appointment now of lightkeepers, under $200?—A. Yes.

Q. What objection is there to exempting those appointments up to $400 or $500, when the work is the same?—A. The department has already taken this stand, and I have indicated to the Civil Service Commission that in our view, at all events, the proper course to pursue would be to have all the lightkeepers removed from the control of the Civil Service Commission and have the appointments made by the department.

Q. Does the Commission give you any reason for not acceding to that request?—A. I am not quite sure as to that; we have asked on one or two occasions. Whether they have indicated any reasons for declining, I do not know; I would not like to say.

Q. Is it not a fact that for the keeping of an ordinary lighthouse a great number of competent people are to be found in every locality, and that a competition or test is very difficult?—A. Yes, in many localities, but there are also localities where probably there is only one person who will be available, because a great many lights are situated in remote localities, isolated stations where perhaps we are reduced to the necessity of taking the only man available.

Q. Sometimes you have to transport the lighthouse keeper to where he is to operate?—A. Very often.

By Mr. Drummond:

Q. Tell us something about this rainfall observer?—A. The rainfall observer is an officer who is reasonably numerous through the country. He has his instruments supplied by the meteorological service with which to measure the rainfall and a record is kept of the rainfall in areas, localities, from year to year, which is a very useful public service.

Q. Can there not be some other position of a somewhat similar nature combined with that, and thereby make one classification?—A. Yes, but it very often happens that there are rainfall observers scattered all through the country where there is no other public officer.

Q. For instance, I see there is a climatological observer?—A. Yes.

Q. That appears to me as something almost similar?—A. We always thought they were similar, we never draw any line of demarcation at all.

Q. But you have a man to fill each position at the present time?—A. Yes; some stations are called climatological stations and others are called rainfall stations.

Q. Does the same man perform the same duties, or the duties of the two positions?—A. No.

Q. Could they not be combined in that way?—A. Possibly they could be combined, but there are climatological stations and merely rainfall stations where the observer, the rainfall observer, is the only officer, perhaps, in a very wide area of country. This rainfall observer probably gets $50 or $60 a year. A great many of them are voluntary observers.

The ACTING CHAIRMAN: Many of those in my constituency are not paid.

WITNESS: We have a great many voluntary observers all over the country, people who take sufficient interest in keeping a record of weather conditions. It does not entail a very great amount of work, and the proper instruments are supplied, and we find in a great many instances people rendering very useful service voluntarily. Wherever we do pay them, the remuneration is small, $60 or $75.

Q. You mean, there are some people working under the Civil Service all through the country who do not receive any remuneration?—A. We have quite a number of those weather observers who are voluntary.

Mr. DRUMMOND: That is news to me.

The CHAIRMAN: There are two in my constituency.

The WITNESS: There is quite a number. They are not appointed by the Civil Service Commission.

By Mr. Drummond:

Q. What I wanted to get at was the duplication of positions?—A. It might appear from this list that there would be duplications, but really there are not any duplications. Some of them are called climatological observers and others rainfall observers. Under the old system we just called them weather observers.

Q. But you had just as many under the old system?—A. No, we did not have just as many under the old system, not on this account, but by reason of the fact that we are extending the service as the country is opened up and remote regions are opened up. Demands come to us for the establishment of rainfall stations and for temperature stations.

Q. What I am getting at is this. This classification under which you are working now required more men to do the work?—A. Unquestionably not.

By the Acting Chairman:

Q. Is this work under the control of the superintendent at Toronto?—A. Yes.

Q. For the whole of the Dominion?—A. Yes.

By Mr. Parent:

Q. Is everybody satisfied with the present arrangement?—A. No, I would not say that they are.

Q. Have any cases come before the appeal board?—A. A great many.

Q. Do you yourself sit at the board?—A. No.

Q. How did you proceed when an appeal was taken? Whom did you put on the Board, men from the various branches?—A. I really could not say.

Q. You had nothing to do with it yourself?—A. Very little, if anything.

Q. Who would nominate the representative of the employee who complained, the Minister?—A. I have no recollection of just exactly what was done. The representations that were made to me on the part of dissatisfied people in the department were always submitted to the Commissioners. I sent them to the Commissioners along with such representations as I felt I ought to make to them. Then the various officers themselves looked fairly well after their own cases. Occasionally they ask me if they are at liberty to do this, that or the other, which they think best adapted to their own interests. I say, "Yes, if there is anything within reason you think you can do to secure what you regard as justice, proceed to do it."

Q .You are aware that certain boards have existed?—A. Yes.

Q. In the department?—A. Yes.

Q. On that board I presume the deputy head of the department would appoint somebody to represent the department, and the Commission would have its own representative, and the employees would have their representatives?—A. I am not sure whether the employees in our department have had a member, but I am sure that the superintendent of agencies, Mr. Tremaine, has been handling a very considerable number of cases on behalf of the employees. Whether he has represented them all or not, I would not like to say.

Q. Do you know of any cases at all where the department was allowed to make a certain recommendation and the representative of the employees made a certain recommendation, which would be similar to the one made by the department, and then not be concurred in by the representative of the Commission?—A. I take it that there were quite a number of those.

Q. Is it within your knowledge that the department obtained the classification or appointment rather than anything else?—A. I would not like to speak with any degree of positiveness about that. I think there has been a measure of fair consideration.

Q. There was a statement made—I do not want to misrepresent what was said then—that in 95 cases out of 100 the recommendations of the Department were followed by the Commission?—A. I am bound to say that I am not in a position to tell you. I would have to refresh my memory about these things before committing myself to any definite statement.

By Mr. Rinfret:

Q. The Naval Service is no more under your department?—A. No, sir. Certain branches of the Naval Service were transferred to our department a year ago last July.

Q. I do not want to open the door to a lecture on the matter, but are you not of the opinion that the service should have remained under the Marine and Fisheries department?—A. It is now. It was transferred to us in July last.

Q. And so with your Telegraph branch?—A. Yes. That was transferred in July.

By the Acting Chairman:

Q. Do you think a conference between the Civil Service Commission and the heads of the department would be susceptible of bringing about an improvement in the operation of this Act, as regards efficiency and economy?—A. My own view is that it might very well be.

Q. You think you would have certain suggestions to make at any such conference?—A. Yes, I have suggestions, and arguments to bring forth in support of them. I would have arguments, but whether the Civil Service Commission would consider them arguments, I do not know.

Q. Do you consider that you could reduce the expenditure in your department by such a conference?—A. No, I do not think I could reduce the expenditure.

Q. Could you not reduce the work of the department, unnecessary work now entailed in regard to all these appointments for the outside service?—A. Yes, very substantially.

Q. Do the public gain anything by all that supplementary work?—A. I do not think so.

Q. Is the service improved by it?—A. The service might be to that extent improved.

By Mr. Chevrier:

Q. If all the departments did what you suggest should be done in your department, you would reduce considerably the expense of the clerical staff of the Commission?—A. I do not know whether it would reduce the expenses of the Commission. I think it would be susceptible of being reduced.

Mr. McBRIDE: It is one o'clock now, Mr. Chairman. I move that we adjourn.

The ACTING CHAIRMAN: Are there any other questions? Mr. Coolican has been asked to be here at three o'clock. I do not know whether the Committee wishes to sit this afternoon. Mr. Coolican is from the Post Office department.

Mr. RINFRET: I move that we meet at half past three o'clock.

The ACTING CHAIRMAN: If that is agreeable to the Committee, we will adjourn until half past three o'clock this afternoon.

(The Committee adjourned).

TUESDAY, May 8, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 a.m., Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: The witness this morning is Mr. Coolican of the Post Office department.

Mr. P. T. COOLICAN called, sworn and examined.

By the Chairman:

Q. What is your full name, Mr. Coolican?—A. Peter T. Coolican.

Q. And your position?—A. Acting General Superintendent of the Post Office department.

Q. Have you any statement to make as to your opinion of the operation of the Civil Service Act, or would you rather submit to questions?—A. It is immaterial to me which. Generally speaking, the operation of the Civil Service Act has been beneficial to the Post Office department.

By Mr. Rinfret:

Q. In what sense do you mean that—as regards appointments or promotions?—A. Take with regard to promotions, you can only judge a system by its results, and the results, as regards promotions, have been that practical men who have risen from the ranks have attained some higher position in the service, especially in the outside service. Take, for instance, the postmasterships of Vancouver, Winnipeg, Hamilton, Toronto and Quebec, they are all now occupied by practical post-office men.

By Mr. McBride:

Q. Vancouver too?—A. Yes, Mr. Harrison rose from the ranks.

By the Chairman:

Q. You would then be in favour of modifying the Act to give the departments the right to promote an assistant postmaster to the position of postmaster without any further examination?—A. Under the present system, they have the right now to compete for those positions.

Q. Supposing there was an assistant postmaster of considerable ability, in a revenue post office, he would be the logical postmaster, would he not?—A. You mean in the large city offices?

Q. In any of the revenue offices?—A. I think that the wider those positions are thrown open, the better for the public service, and to allow revenue postmasters to compete would be a step further than has already been taken.

Q. Where you have a competent assistant in the post office, it would be to the benefit of the post office service generally, and the community generally, to promote the assistant rather than follow any other procedure?—A. Of course there is a difference between a city post office and a revenue post office. I was speaking of the revenue post office.

By Hon. Mr. Marcil:

Q. Would you explain what a revenue post office is?—A. It is a post office where the postmaster is paid out of revenue. In the case of the city post office, the postmaster and the whole of the staff are paid out of a parliamentary appropriation.

Q. Does a revenue postmaster give up the whole of his time to the Service? —A. Some of them do, and some of them do not. With regard to the revenue post offices, it has been understood that only the postmaster himself comes under the operation of the Civil Service Act. The whole of his staff is paid out of the revenue the postmaster receives. The postmaster himself employs his own help. In a city post office the help, of course, is appointed directly by the Civil Service Commission.

By Mr. Parent:

Q. You have cases where men are receiving salary, and besides that, are getting a certain revenue from the sale of stamps and things like that?—A. Not in the revenue post office. The postmaster receives a percentage on a sliding scale from the sale of stamps, he also receives a percentage on money orders, from the sale of postal notes, and from savings bank business; and then he supplies his own equipment, namely the post office boxes, for which he charges a rental which accrues to himself alone.

Q. Have you no post offices where the man is paid salary and besides gets a certain revenue from the sales you have just mentioned?—A. Not that I know of, I do not recall any.

By Mr. Rinfret:

Q. Do your remarks apply to the postmasters of city post offices as well as revenue post offices?—A. You mean in regard to promotion?

Q. Yes, promotion or appointment?—A. In the revenue post offices, there is no question of promotion of an employee.

Q. He is alone most of the time?—A. Yes.

Q. But as regards his appointment, are you in favour of the retention of the present system?—A. There is a good deal of misunderstanding with regard to the status of revenue postmasters under the Act. In practice the department previously never regarded him as a civil servant. The definition under the Act of 1918 is so wide that although postmaster is not specifically mentioned in the Act, he is considered as coming under the Act.

Q. Does he not come under the Act when his revenue is over $200, that is at present?—A. Formerly, as I say, the department never considered that those postmasters were civil servants.

Q. I know that, but since 1918 they have some under the Act if their revenue is over $200?—A. Yes.

Q. Would you be in favour of modifying that somewhat?—A. Of course, the merit system is not in question in regard to the appointment of revenue postmasters of the smaller class. When a revenue post office gets a revenue so large, and the population of the town attains to a certain degree, then I think they should be taken over by the department, and made city post offices. Then there would be no question of their coming under the Act; they would automatically come under the Act. But take a post office where the salary is over $1,000 for instance, and the revenue something like $2,000, there you get a postmaster who has to give his whole time to the duties of the post office, and his salary is more or less equivalent to the initial salary of a man entering the civil service. Lower than that, well, the only thing one has to look for is, of course, that the postmaster has a good location, that he is reliable, and his appointment should have due regard to the preference extended to returned soldiers.

By Mr. Lewis:

Q. Are the appointments in the city under the Civil Service Commission?—A. Absolutely.

Q. And the revenue offices too?—A. Down to a revenue of $400.

Q. Where a revenue postmastership becomes vacant, the Civil Service Commission advertises for applicants?—A. Yes.

Q. After they select certain applicants, have you any jurisdiction over those applicants?—A. The moment a man becomes a postmaster, the post office department has jurisdiction over him entirely.

Q. I mean, after the Civil Service Commission recommends, you said a moment ago, that a returned soldier would have the preference if he had the minimum qualifications?—A. Yes.

Q. I have a particular post office in mind where a certain man died in 1921. The position was advertised, and the Civil Service Commission made a recommendation in 1922, in January, 1922. And yet the post office authorities have not yet acted upon that recommendation. The man in question is a 30 per cent disability, or nearly that, and he was appointed by the Civil Service Commission in 1922 and yet their recommendation has not been sanctioned by the Post Office department. How do you account for that?—A. That raises some board questions. There are no doubt certain cases that are *bona fide*, causes of dis-

pute between the Post Office department and the Civil Service Commission with regard to certain appointments. They are few, but they are acute. The Civil Service Commission have frequently told us that a certificate once issued cannot be recalled. Now, if an inspector recommends an applicant for a postmastership, out of a number, and assuming that the man has post office experience, assuming also that he has clerical experience, one would naturally expect, or at least the department might consider that he is the man who should be appointed over a man who had no post office experience, and no clerical experience; consequently, the department having a *bona fide* cause of dispute might consider that it was not in the interest of the public service to put the merit clause in. I do not know whether that applies to the case you refer to or not.

Q. In that case, the Civil Service Commission have not the supreme authority?—A. The Civil Service Commission is the sole arbiter of the facts of the Civil Service Act. That causes a certain impasse because there is no court of appeal.

Q. What right has the Post Office department, or any official of the Post Office department to override the Commission in that respect?—A. They have no right to over-ride the Commission, but they certainly have the right to give the public service. If the Post Office department thinks that the appointee, or the man in whose favour a certificate has been issued by the Commission is not the right man, or will not give the public service, or has been given a preference over a man who has better qualifications, I think the Post Office department has the right in the interest of the public service to take some action looking to the revision of that appointment.

Q. If the Civil Service Commission advertises a position and sends an inspector to examine the candidates, and they come to the conclusion that one candidate has the minimum qualification and he is a disabled soldier, what right under the law has the Post Office department to hold up that appointment for over a year. At the present time, in the particular post office which I have in mind, a man named Peter Ferguson, is in the post office as an assistant, not appointed, but simply filling in time. I have reference to the post office of Alexandria, in Ontario?—A. Of course, as I say, the Civil Service Commission are the sole arbiters of the facts with regard to promotion, but, as I say, where you get a man with post office experience, and with clerical experience, who is a *bona fide* applicant for the position vacant and who does not get a certificate I think the department has the right in the interests of the public service to take some action looking to the revision of that case.

Q. Of what good is the Civil Service Commission in a matter of that kind then?—A. Probably it lies in the fact that there is no court of appeal where there is a *bona fide* cause of dispute.

Mr. Lewis: But that is not interpreting the spirit of the Act. I question whether a Government official, or whether the Post Office authorities have the right or the jurisdiction to over-ride the sanction of the Civil Service Commission, or the law.

By Mr. Shaw:

Q. As I understand it, you are not over-riding the law?—A. No.

Q. You are withholding the putting of a man in a position, and I presume you are conferring with the Civil Service Commission and trying to adjust the difficulty. These are the real facts, are they not?—A. These are the real facts of the case.

By the Chairman:

Q. I think, Mr. Lewis, you are wrong. Do the applicants for positions not come first to the Post Office inspector?—A. The procedure in appointing post-

masters at the present time is this: The moment a post office becomes vacant, the district inspector immediately advertises, applications are received, and he sends the qualifications to the department; then the department forwards a report to the Civil Service Commission.

Q. With a recommendation, or without?—A. With a recommendation.

Q. Then if the Commission appoints some one else than the man selected by the district superintendent, there is a case of dispute?—A. Yes, a case of dispute.

Q. The district superintendent selects a man with a view to his qualifications for serving the community?—A. Yes, and with a knowledge of the Act.

Q. And if they override the recommendation, a case of dispute——A.—Arises between the Civil Service Commission and the Post Office department.

By Mr. Shaw:

Q. Is not this the situation, that such cases are very few?—A. Very.

Q. As I understand it, when the Commission has issued a certificate to a particular individual, they find that under the law then cannot withdraw that certificate, although perhaps in some cases they might be willing, in the light of further information, to do so?—A. Yes, take the case of a man in whose favour a certificate has been issued, and he does not want the office. According to the law, you would require to use physical force to put him into the office.

By Mr. Lewis:

Q. He can resign?—A. Not under the Act; he has to occupy a position.

Mr. LEWIS: He can withdraw from the office and the office becomes vacant.

By Mr. Shaw:

Q. He cannot resign something he never had; that is the difficulty. The situation might be clarified if the Civil Service Commission had the right upon proper representation to withdraw a certificate granted to a man?—A. Or if there was some court of appeal like the Justice department who could decide on bona fide disputes between the two.

By Mr. Lewis:

Q. In this particular case there is no such thing as the civil service wishing to withdraw the man. They already have the evidence, they looked over the case, and I understand there was a representative of the soldiers at the same time, and they have appointed this man, and yet a disabled soldier who is quite qualified as far as his qualifications are concerned to fill the office has been denied that position. I will admit that in the first place the man who was in the office was the assistant to the previous one who was postmaster before he died, and that he is giving public service as far as that is concerned?—A. Absolutely.

Hon. Mr. MARCIL: Do you not favour promotion?

By Mr. Lewis:

Q. Under the present law there is no such thing as promotion in a revenue post office?—A. No.

Q. And he competed, I understand, with this returned soldier, but the verdict was given in favour of the returned man; that is the only thing I understand?—A. That case is a cause of dispute between two returned soldiers.

Q. Ferguson is not a returned soldier?—A. No, but Ferguson does not enter into the question; he was an applicant.

Q. I understand they have decided in the case of this one with the disability, that is the commission, but it has never been sanctioned by the depart-

ment?—A. The department does not think he was a *bona fide* resident of the district where he applied, and he certainly is less qualified from a post office point of view and from a clerical point of view than another returned soldier who is competing with him; that is the department's position, and the public service is not interfered with.

Q. At the present time?—A. No.

Q. But unless there can be some agreement made one of those two returned soldiers will get the post office?—A. It will be held in accordance with the Civil Service Act when it is held.

By Mr. Rinfret:

Q. I have in my hand a list of positions recommended for exemption from the operation of the Civil Service Act by the various departments, that was prepared, I understand, by the deputy ministers. I find under the Post Office department postmaster grade one and postmaster grade two where revenue is under $2,000; could you explain what a postmaster grade one is and what a postmaster grade two is, and also state whether you are in favour of exempting these positions yourself?—A. Postmasters grade one are known as non-accounting post offices; postmasters grade two are the accounting post offices; in both grades they are revenue post offices. As far as I can gather it was not the department's intention to include under the Civil Service Act postmasters of grade one and grade two, the reason being, I understand, that they were not regarded as civil servants, and therefore should not come under the operation of the Act. If they did come under the operation of the Act, then of course they will be entitled to annual leave, entitled to sick leave in the same way as ordinary civil servants, and when one has regard to the fact that among the 12,000 postmasters there will be 36,000 weeks of annual leave to provide for, in which substitutes will have to be arranged for——

By Hon. Mr. Marcil:

Q. Are you aware that the Civil Service Federation refuses to admit these postmasters and men of their association on the ground that they were not civil servants?—A. No; I know the postmasters have their own association; they are in an anomalous position.

By Mr. Rinfret:

Q. In the case of these men, at present they are appointed under the Civil Service Act?—A. Yes.

Q. I understand that under the recommendation of the local inspector mainly, they are not subject to any examination?—A. No, in fact you could not very well apply an examination.

Q. The Civil Service Commission has nothing to depend on for their decision excepting the recommendation of the local inspector?—A. The interviews of the local inspector I presume would have the force of examination.

Q. The local inspector practically takes upon himself to decide who is going to be appointed?—A. No, he takes upon himself to recommend.

Q. If the Civil Service Commission has nothing to rely on except that, it certainly means that the local inspector is practically deciding upon the nomination himself?—A. The local inspector is bound to gather all the facts in connection with each individual, and submit them for the consideration of the Civil Service Commission; it is upon those facts that the Commission decides I presume.

Q. Would there be anything to guide the Commission except those facts? —A. No.

APPENDIX No. 5

By Mr. Lewis:

Q. Would you think it in the public interest that an assistant who has been giving satisfactory service to the community and has the public confidence should be promoted to a vacancy of postmaster if such occurred in a revenue office? —A. Yes, of course I am entirely in favour of experienced post office men being appointed to these positions wherever possible, but of course the preference to returned soldiers operates against that.

Q. That is the returned soldiers' clause operates against that?—A. Yes.

By Mr. Parent:

Q. Have you been in the service yourself for many years?—A. About 17 years.

Q. What is your present occupation?—A. Acting general superintendent.

Q. There is a vacancy now I believe as a deputy minister?—A. So they say.

Q. Are not you acting as deputy minister now?—A. No.

Q. Could you tell me in what year the Department of the Post Office was reorganized by the Arthur Young Co.?—A. The Arthur Young Co. arranged the classification; the reorganization was conducted by Grieffenhagen. The reorganization started in 1920 or 1921.

Q. And that included the outside service?—A. Yes.

Q. Do you know of any cases where employees who were permanent in 1916 or before that and who have been put as supernumeraries since this reorganization or new classification; have any cases of that kind happened to your knowledge?—A. I do not recall any individual cases of clerks who were, permanent or temporary in 1916?

Q. Permanent in 1916, and since that have been made supernumerary?—A. By the reorganization?

Q. Yes?—A. Certainly there are cases of that kind.

Q. Does a supernumerary employee pass examinations every year like a permanent employee?—A. Every permanent employee, whether supernumerary or not, passes a post office examination every year on postal laws and regulations, or upon distribution.

Q. What do you call a permanent employee?—A. Any employee who has been properly permanently appointed under the Civil Service Commission or under the previous Act prior to the Civil Service Commission.

Q. Would a supernumerary employee not have the character of permanency as the other has?—A. Yes; when a reorganization takes place and there are more employees than necessary to carry on the work what are you going to do? They are not let out of the service unless they are eligible for superannuation; they are retained on some work and kept on an eligible list to fill any vacancies that may occur in the same class subsequently to the reorganization, and when you come to consider that the labour turnover in the post office runs about 10 per cent per annum, it does not take very long to take care of the few supernumeraries that do exist.

Q. If I understand you correctly, you mean this, there are for instance three or four persons on the supernumerary list and a vacancy occurs among the permanent employees, then the most qualified of those supernumerary employees would fill that vacancy?—A. In that same class, yes.

By Hon. Mr. Marcil:

Q. I understood you to say the Civil Service Commission in regard to promotion has worked beneficially in the city post offices?—A. Yes.

Q. Do you say it has had the same effect in the rural offices?—A. I think with regard to the returned soldier preference it certainly has; as to whether

a better class of postmaster has come in under the Civil Service Act than under the previous system it is pretty hard to say; industrial conditions enter into the question as to the kind of employee we get.

Q. Is it not the fact that the rural postmasters are practically under the hands of your department, that the commission merely ratifies your recommendation?—A. We have had instances where they did not.

Q. Except where there is a soldier in the case?—A. With regard to the appointment of revenue postmasters of the smaller class, it is only a question of finding a man with a good location and of a reliable character; the merit system is not in existence at all in those cases.

Q. Then there is no advantage in placing these offices under the control of the commission?—A. I think with regard to offices with a revenue of above $2,000 I think there would be considerable advantage in keeping them under the commission for the simple reason—

Q. Above $2,000?—A. Yes; I would not be in favour of any postmaster being appointed otherwise than by the Civil Service Commission.

Q. Under $2,000?—A. Under $2,000 the position is this, these postmasters are part time employees, they use their own premises, they generally run the post office in a store, employ their own help, and it is difficult to employ any kind of an examination.

By Mr. Rinfret:

Q. They are very much under contract, in a way rather than really civil servants?—A. They are really commission agents; they are not civil servants.

By Hon. Mr. Marcil:

Q. Is there any advantage to the public in having them under the control of the Commission rather than under the control of the department as to appointments and so on; do you see any advantage in that class of service?—A. There is no particular post office advantage.

Q. You are speaking from the point of view of the department?—A. Altogether from a postal standpoint.

Q. Would not there be an advantage if they were under the control of the department solely, these offices?—A. I do not know that there would be any greater advantage.

Q. How did it work before the Act of 1919?—A. It worked exactly in the same way as the appointments to the $400 offices are now worked.

Q. Did not the old system work satisfactorily?—A. Yes; we had not very much trouble with it; I don't know that it was any better than the present system.

By Mr. Lewis:

Q. The only difference between the present is it gives the returned man an opportunity?—A. That can be protected anyway; it is protected in the case of appointments to the $400 positions.

By Hon. Mr. Marcil:

Q. In the appointments given to the department the preference is given to the returned man?—A. Yes.

Q. Is not there a very large amount of unnecessary work entailed upon you and upon the Commission in the appointments to these small offices by the Commission, with no advantage to the public?—A. Where you multiply points of procedure you are bound to have extra work.

Q. Is there any advantage gained to the service by that?—A. No, not particularly; but as I say, other conditions enter into that as to whether a better employee is obtained under one system than another.

Q. I am referring to lower grades, rural postmasters under $2,000?

APPENDIX No. 5

By Mr. Lewis:

Q. There were no rural post offices that went up to $2,000? There were very few villages that went up to $2,000?—A. Yes, there are some that go up to $5,000.

Q. Rural post offices?—A. Rural post offices. For some of them the term is a misnomer. The term has been applied to all offices that are not city post offices.

By Hon. Mr. Marcil:

Q. You have many village offices where the revenue is four or five thousand dollars?—A. Yes. You see the anomaly. The office of Oshawa is not yet a city post office.

By the Chairman:

Q. In the case of a town like Oshawa, where the rural post office is placed on a city basis, do you not think that the people on the staff of that office should be granted civil service status by qualifying rather than competitive examination, and without reference to the age limit?—A. Absolutely. I think the Civil Service Act should provide, and does not now provide, for taking care of these employees who have been with us for years, in one instance that I know of, over thirty years. Under present circumstances the post master only can be provided for, but the rest of the staff are on the street. They have to comply with the Civil Service laws as to age and qualifications, but they are obviously good post office employees who have been there for years, and arrangements have been made with the Civil Service Commission to take care of such changes.

Q. Do you not think that the Act could be amended to provide for those cases?—A. Yes.

Q. And it is a perfectly fair thing for the Committee to recommend?—A. Yes. The Civil Service Commission, in the meantime, have issued certificates.

Q. It is one of the points that the Civil Service Commission would like to assist in?—A. Yes.

By Mr. Shaw:

Q. Is it the case that where there is a transfer from a rural to a city post office, the employees in the rural post office, having no standing under the Civil Service Commission, must qualify?

The CHAIRMAN: Yes, it is a hardship to the old employees who have been with the post office for years.

Mr. SHAW: I think it could be easily arranged.

The CHAIRMAN: We could recommend an amendment to the Act to provide for that. As it is now, the Commission is in favour of it, apparently, and are operating, but still they are operating against the Act.

By Mr. Shaw:

Q. I would like to ask you a few questions. I think you gave evidence at the time of the Spinney investigation on the matter of the civil service?—A. Yes.

Q. There was one thing I want to question you about, Mr. Coolican, because I understand you are a man who has given some thought to these matters. In England the Treasury board is charged with the duty—specially charged there with the duty—of co-ordinating the activities of all the departments of the Government, that is, they are an assembled co-operating factor, with the view or purpose of eliminating overlapping, overmanning, and promoting grade efficiency in the service. Under our system the Treasury board is

not charged with any such duty. Do you think the Treasury board, either directly or by the appointment of an acting minister of some character, could advantageously promote efficiency in the service, or have you given any thought to that?—A. I take it that the Treasury board is already the established authority governing those active business operations that all departments perform. Outside of the Treasury board certain other bodies have sprung up, which have a semi-control over expenditure and personnel, the auditor general's office on the one hand and the Civil Service Commission on the other, but neither of those bodies affect, or should affect the departments' initiative in taking care of public business. The initiative must remain with the department, and I presume that they are responsible for those active operations to the Treasury board. The Treasury board, however, has no personnel that they can use to co-ordinate the different activities of the different departments, that is to say, to bring together work of a similar nature in each department, and to apply a standardization to them. The organization branch of the Civil Service Commission, however, has some functions. I think, however, that they can only come into operation when asked for, when requested, so that there is no body that can automatically go into any department and co-ordinate its different business functions, as distinct from its staff side or its accounting side. On the accounting side the auditors usually themselves provide such a function. On the personnel or staff side, the Civil Service Commission controls.

Q. So I take it that you suggest that perhaps that field might be explored with a view to co-ordinating the activities of the various departments of the Government?—A. The effects of standardization and organization in the Post Office department, with the co-operation of the Civil Service Commission, have been so good in my opinion that I should imagine the same benefits could easily apply to the activities as between different departments.

Q. Now, just one or two other questions. I think the Civil Service Commission have arranged and have secured exemption from the operation of the Act of post offices where the revenue does not exceed $200 per year?—A. The salary. The revenue is $400.

Q. Most of those post offices, I take it, included in that exemption order, would be what we call rural post offices?—A. Yes.

Q. That is, out in the country?—A. Yes.

Q. Certainly only in the smallest villages?—A. Yes.

Q. It is, as you say, a case where it is largely a question of the man's location?—A. Yes.

Q. And his honesty and integrity?—A. Yes.

Q. And in many cases, I take it, it is difficult to get an applicant?—A. Frequently.

Q. And now, in connection with those positions that you have been discussing, those since June of last year, I understand from the evidence given by other departments that these are filled as a result of recommendations from the member for the particular constituency?—A. Yes.

Mr. McBRIDE: Not altogether. I would refuse to do it.

Mr. SHAW: Oh, we will say the member of the particular constituency, and perhaps a committee in the particular constituency.

By the Chairman:

Q. They are really filled, are they not, on the recommendation of the officer of the department, and when he has trouble, he consults the member?

Mr. SHAW: I suppose that is the situation. We have heard Mr. Coolican—you can tell me whether it is right or not—that one member recommended for a position of that character a gentleman who had been in jail. That is a fact, is it not?

A MEMBER: A man may be a good postmaster, and a good thief at the same time.

By Mr. Shaw:

Q. That was a fact, anyway, since June last?—A. I do not really recollect the case.

Hon. Mr. MARCIL: Perhaps you might give the names and all that you know about the case—the name of the member, and the name of the post office. Of course, that may be hearsay evidence.

By Mr. Shaw:

Q. Now, don't you think, agreeing for the moment that these positions are properly exempted from the operation of the Civil Service Act—don't you think that positions above that should come under the provisions of the Civil Service Act, generally speaking?—A. I would certainly say that where a postmaster receives in salary the equivalent say of the salary of the lower grades in the civil service, they should all be appointed by the Civil Service Commission. Below that, I have some doubt about it, on account of the grievous trouble we have experienced.

Q. Is it not true that a man appointed by the Civil Service Commission to any one of these positions has a security and a permanency which it is very desirable that a civil servant should have, I mean, if you want to get efficient work?—A. There is the point of difference between us. I do not believe he is a civil servant.

Hon. Mr. MARCIL: He is in the civil service.

By Mr. Shaw:

Q. I mean, a Government employee.—A. That is because of the particular definition of a civil servant under the Civil Service Act. If a man on the street were to take a tip of ten cents from an officer of the Crown, would he therefore be a civil servant?

Q. I want you to consider an appointment made by the Civil Service Commission, and an appointment which a man has received through the recommendation of a member, or a defeated candidate, or a committee. In the one case, the man looks to the Civil Service Commission as the body which appointed him. In the other case, he looks to a group of men, a member, or a defeated candidate, as being the ones from whom he received the favour.—A. That will introduce the political aspect. I would say that I am quite willing to agree that an independent body possibly gives a better idea of permanency in positions.

By the Chairman:

Q. Is it not the case that in any rural post office, regardless of the question of salary—it might not be $400, it might not be $800—it might be any of these amounts; but if the man's possessions of qualifications suitable to the community is a factor, I think that is the type of appointment that is very difficult to handle under the Civil Service Commission?—A. Yes.

Q. It is a very important factor in most of these small places, to have a man with a suitable store, and with a suitable character.—A. It is the cause of most of the trouble in the appointments to the smaller positions. With regard to the city post offices, we have had no trouble at all with the Civil Service Commission. On the contrary, there have been all kinds of splendid co-operation and good results.

By Mr. Lewis:

Q. In regard to city post offices in Saskatchewan—take a city like Swift Current, with a population of 5,000, it is called "a city." That does not mean it is a city post office?—A. Those are terms we use in the department for broad distinctions. In those offices where the population comes about 10,000 or 12,000, and the revenue runs to $20,000, we consider putting them on a city basis.

Q. That is what would be termed a rural office?—A. Yes.

Q. Should there not be some change in definition between a city like Swift Current, that pays a revenue of something like $9,000, and a little office in a rural part which pays probably $400?—A. There should be, and those are temporary terms that have grown up. There is another difficulty there. In a great many villages in Saskatchewan where the revenue would not be $1,000, it would be very difficult to get men to devote their time to that. There are people like the secretary of the village, who seems to be the best persons to take that job, because of the three or four other jobs they have. They can devote their time in these cases and we can get better service, where a man has several public utilities in his hands.

Mr. LEWIS: In my own village there was a returned soldier appointed. He had charge of the telephone and other things, and by taking all those things together, he could give more competent service.

By Hon. Mr. Marcil:

Q. He got all the jobs. Is there any particular reason why those appointments should be confined to $400?—A. It is an entirely arbitrary line.

Q. So the same principle applies, whether it is $800 or $1,600?—A. A purely arbitrary distinction.

Q. In these rural positions these men have their wives and daughters, have they not? They are not required to do the work themselves?—A. Any assistants they get are supposed to be sworn in.

Hon. Mr. MARCIL: So they cannot be treated as civil servants, because they do not do the work themselves. I have an instance in my own constituency where the wife and daughter do the most of the work. They must not be treated as civil servants.

By Mr. Shaw:

Q. Do you suggest we should bring in any amendment to make them civil servants?—A. If you do, we might as well go out of business.

By Hon. Mr. Marcil:

Q. They should be all classed together, because they are all the same classes of offices?—A. The expenditure would increase enormously if they were taken in the post office department.

By Mr. Rinfret:

Q. In the case of large cities, like Montreal and Toronto, what method is followed for promotions?—A. Any vacancy is advertised amongst the clerks, and applications are received for it. The superior officer examines the applicant and rates each individual, according to certain specified forms.

By Hon. Mr. Copp:

Q. As laid down by the Civil Service Commission?—A. Yes, and he is rated according to his value in the old position and according to his prospective value in the new position, and these forms are signed by the man's immediate chief and by another superior officer, generally the postmaster. These are transferred to the Commission and I believe that certain scientific proportions are

allowed for each. When two candidates are pretty close, the department either recommends a written examination, or the Civil Service Commission itself recommends a written examination.

By Mr. Rinfret:

Q. That would be in certain cases?—A. Where there is an outstanding man, whose superior recommended him, there is no necessity for an examination. We have attempted to get some standardization with regard to that so as to call for written examinations, over that of a senior clerk's.

Q. The main factor in these cases is the recommendation of the superior officer, the rating given by the superior officer?—A. That generally will have the greatest weight. Apart from these ratings, there is the question of seniority.

Q. There is no special favour as regards the soldier's promotion?—A. Only on entering the service.

Q. That is the appointment. The Commission has to rely on the recommendation of the superior officer, and where the ratings are close they order an examination, but in most cases the superior officer practically decides who is going to be promoted on the recommendation?—A. In such a way that his recommendation is followed. If he cannot do it, who can?

Mr. RINFRET: I want to get the facts.

By Mr. Lewis:

Q. Did you not say a few moments ago that every employee in the department receives an examination when he is beginning in a city office?—A. That is the examination on postal laws and regulations, distribution, everything necessary for the discharge of his duties.

Q. You have all that before you when you make the recommendation?—A. We have a fair knowledge of every man's ability and standing.

By Mr. Shaw:

Q. You stated you were getting along very harmoniously with the Civil Service Commission?—A. Yes.

Q. With regard to these post offices, rural or otherwise, I suppose there would be a few cases in which the Civil Service Commission would not come to the same conclusion as your department, in connection with the proper man to be promoted?—A. Comparatively few.

Q. These few cases have been the only cases in which there have been any difference of opinion?—A. Yes.

Q. And these few instances you have mentioned are the only ones that have developed in how many years?—A. Since the Civil Service Commission took hold of the appointments.

Q. That is in 1919?—A. Yes.

By Mr. Lewis:

Q. Coming back to the country post offices, just for a moment, where the postmaster owns the building, suppose he dies and his wife is competent to do the work, would she be competent as an applicant?—A. She would be up against the competition of the returned soldiers. The preference clause still operates in their favour.

Q. In spite of the fact she was in the building and all that?—A. Yes.

By Mr. Rinfret:

Q. What would you have to say with regard to classification in the inside service? In a general way, would you consider it satisfactory?—A. No, in this sense, that there are too many class titles, and the Civil Service Commission have realized that in the last two or three years and have cut down thirty or forty of them.

Q. Would you be in favour of a conference between the Commission and the deputy ministers regarding reclassification of that?—A. We are in constant touch all the time with regard to the elimination of these class titles.

Q. Do you think a special conference on the matter would hasten the changes you are after?—A. Yes.

By the Chairman:

Q. Section 45, concerning annual increases. Do you think the annual increase should be granted by the deputy head instead of by the Commission? —A. Yes. I do not think there is very much advantage to be obtained by having them approved by the Civil Service Commission. The man who knows the qualifications of the men to be increased is the superior officer of the men, in the office where they are engaged, and I think the Civil Service Commission should be notified, and it should be indicated to them that the man has performed his work meritoriously and thoroughly.

Q. Clause 42, dealing with the eligible lists, do you think that should be amended to provide for limitation of the life of the eligible list?—A. I think considerable improvement has been made in the eligible list by the Commission itself. There are three large divisions in the postal service: postal clerks, railway mail clerks, and letter-carriers. We take on one temporary man in one class and let him out after six months service and take on an inexperienced man in another class, but that has been amended and changed. I think there is only one eligible list now, and I think some consideration should be given to limiting the life of it.

Q. You think the Act should be amended as to that?—A. Yes.

Q. Section 43 deals with the length of residence and it is a debatable point, often with regard to the appointment of returned soldiers in certain districts. Do you not think that should be amended so as to define the length of residence, in determining the *bona fide* residence of the candidate?—A. I think you might have difficulty in defining what a man's domicile is. The Justice department does not seem to be able to do it.

Q. That is a debatable point to-day?—A. Yes.

By Mr. Shaw:

Q. Would you, Mr. Coolican, have any recommendation to make regarding that?

The CHAIRMAN: I do not know whether he has or not, but it is a point that has been debated and it seems to me it would be wise for us to have a more definite ruling.

The WITNESS: I think it is desirable that something should be done there, because that is one of the questions in dispute between the Post Office department and the Civil Service Commission.

By the Chairman:

Q. Can you make any suggestion as to the proper definition?—A. I would not like to make one off-hand. I would like to think that over.

Q. I would like to get a suggestion from Mr. Coolican, if he can send it to us subsequently, or send it to the Chairman.

The CHAIRMAN: I think that has been discussed with previous witnesses. It is an admitted weakness.

By Mr. McBride:

Q. Would you think that when a person was appointed as a postmaster in a rural district, the appointment should be permanent, unless there is some reason given for having him removed?—A. A man now is not removed except for cause.

APPENDIX No. 5

By the Chairman:

Q. In connection with the appointment of a rural postmaster, on this point, Mr. Shaw and I were just speaking of—a community never likes to have a postmaster come in who is not acquainted with the people personally, and bearing that in mind, I think it would be very wise for you to make a suggestion as to what is desirable in the case of a postmaster, as to the length of residence, and submit it to the Committee.—A. Yes.

By Mr. Drummond:

Q. Can you give us some information in regard to the Brussels post office, where an appointment was made by the Civil Service Commission some time ago and it was never ratified by the department?—A. Speaking from memory, the recommendation in connection with the Brussels post office was such that the Post Office department took no action because the public did not suffer by any delay, and because there was some dispute as to the respective merits of the two returned soldiers who were the competitors for the position. That is the whole situation. The postmaster just asked the question whether the public service was interefered by the fact that the appointment was not ratified.

Q. I understand the deceased man's son is continued in the post office. I do not think there is any lack of service, as far as that is concerned, but as I understand it, the appointment was given to a returned soldier about a year ago.—A. That is one of the cases in dispute.

Q. It has never been ratified by the department?—A. That is a case in dispute. One was recommended by the department; the other was recommended by the Commission.

Q. I am a little in doubt as to whether the trouble is between the two returned soldiers, or between one returned soldier and the present man?—A. I can tell you on the authority of the Postmaster General himself, who stated that the position would be filled in strict accordance with the Civil Service Act.

By Mr. Lewis:

Q. After the Civil Service Commission have made an appointment in favour of one returned soldier, is it still possible for another soldier, who was an applicant to continue correspondence with the department or to delay or hold up an appointment?—A. No, that should not be. I think it is regrettable that there are any delays at all on account of disputes. But it points to something lacking in the Civil Service Act that the Post Office department with a *bona fide* cause of dispute with the Civil Service Commission should have no means of settling that, except by accepting the arbitrary appointment of the Civil Service Commission.

Q. Possibly, in this particular case, where there are two returned soldier applicants, and one has been appointed, the one who was rejected, in your opinion, had higher qualifications for the position than the one appointed?—A. In one or two instances, undoubtedly yes.

By the Chairman:

Q. That is the cause of dispute?—A. That is the cause of dispute.

Q. You recommend one returned soldier, and the Civil Service Commission appoints another?—A. Yes, we recommend the one best qualified in our opinion. That is a cause of dispute between us.

By Mr. Drummond:

Q. Is the reason that one is better qualified than the other?—A. That was part of it; the other reason was that representations had been received from the district against the appointment recommended by the Civil Service Commission. Until that dispute was settled, the appointment was held up.

By the Chairman:

Q. Representations were received that the men appointed by the Civil Service Commission would not give satisfaction to the municipality?—A. Yes.

Mr. DRUMMOND: My understanding is that the municipality endorsed the recommendation of the Civil Service Commission in this particular case.

The CHAIRMAN: In the particular case you refer to, I heard the very reverse. Although I was not personally interested in the matter, I heard complaints about this appointment.

WITNESS: It is an illustration of the difficulties we get into.

Mr. DRUMMOND: The only reason for complaints was the holding up of the appointment for so long.

By Mr. Simpson:

Q. What is your suggestion in a case of dispute of that nature? Do you recommend the setting up of an independent tribunal to hear such cases?—A. Or some reference to the Justice department.

By Mr. Lewis:

Q. What I would like to know is, has the Post Office department any right to override the Civil Service Commission's appointment?

The CHAIRMAN: The right to secure efficiency.

By Mr. Shaw:

Q. It is not over-riding the Commission?—A. No.

By the Chairman:

Q. They are only holding up the appointment because they do not think that the public would get as good service as it is entitled to?—A. The law has not been fulfilled; that is all it comes to.

By Mr. Rinfret:

Q. Is it not the law that the department may try out a man appointed by the Civil Service Commission one day and discharge him the next?—A. There is the point.

The CHAIRMAN: They do not want to do these things.

WITNESS: If the Civil Service Commission recommends, for instance, or issues a certificate in favour of a man who is a known thief, the department would not want to put him in. Suppose they did put him in, they might have no post office reason for discharging him.

By Mr. Rinfret:

Q. It is in the same spirit; instead of trying him for a day, he is tried practically before he is put on the job, because you know him. But it is perfectly in the spirit of the law that the department should exercise some jurisdiction as regards the appointment of a man?—A. The Post Office Department should not be deprived of the initiative with regard to giving the public good service from a post office point of view; that is what is involved.

By Hon. Mr. Marcil:

Q. Did you hear the evidence of Mr. Newcombe, the deputy minister of Justice?—A. I have not read any of it.

Q. Or the evidence of Sir Joseph Pope?—A. Only the newspaper reports.

Q. You are not able to say whether the operation of the Civil Service Act has had the effect of progressing downward in the civil service?—A. I would say the contrary.

Q. You do not agree with them on that?—A. I do not agree with them, no.

Q. Still you would like your differences with the Civil Service Commission to be referred to the Justice department to be adjusted?—A. I am quite willing to abide by Mr. Newcombe's legal decisions, but not by his opinions as to the operation of the Act.

By Hon. Mr. Copp:

Q. You referred to rural post offices and city post offices? Can you tell me where the dividing line is drawn between the rural and city post offices?—A. The postmaster and staff of a city post office are paid from a parliamentary appropriation; the rural post offices are revenue post offices.

Q. So far as salary is concerned the rural postmasters are paid out of revenue, up to what point?—A. Until it becomes a city post office. It might have a revenue of $65,000 or $70,000, and out of his salary he would have to supply his help.

Q. Would the same apply to all rural post offices?—A. All rural post offices.

Q. Up to $65,000 or so?—A. No, the making of revenue post offices into city post offices is an arbitrary proceeding. When the department realizes that the population of a certain town is large enough, or that the revenue is higher than $20,000 or $25,000, for instance, it considers the question of turning the post office in that town into a city post office.

Q. It is entirely in the hands of the department?—A. Yes.

Q. It may be that the revenue in one case is $20,000 and in another case $50,000?—A. Yes.

By the Chairman:

Q. Is there any advantage in that?—A. I think that more post offices should be made city post offices. Smith Falls, and Brockville are city post offices whereas Renfrew is not, and Pembroke is not.

Q. Hull is a revenue post office?—A. Yes.

By Hon. Mr. Copp:

Q. The department can make the change whenever they see fit?—A. It has certain rules. There must at least be a population of 10,000, and a revenue of at least $20,000, before it considers the question.

Q. The department can make it a city office if the revenue is more than $20,000 and there is a certain population?—A. Yes.

By the Chairman:

Q. Is a city post office more efficient than a revenue post office?—A. Yes it is, because when a postmaster hires his own help the man appointed may not give effective public service.

Q. His employees are not under the control of the Post Office department? —A. No, and he attempts to get cheap labour in order to put the difference in his own pocket.

By Hon. Mr. Copp:

Q. You also referred to a post office that was an accounting one and one that was not accounting; what is that?—A. The difference is that certain postmasters are given a certain credit supply when the office is opened—that is in very small offices. They have only to account for the amount given when they are discharged from office, or resign. In the case of the accounting offices, they make an accounting every week or every day, as the case may be, according to the size of the office. That is the difference between them.

Q. Up to what salary do they get 6 per cent of the revenue?—A. It is on a sliding scale.

Q. Fifty per cent?—A. Fifty per cent of the first $1,000.

Q. That is if there is a revenue of $1,000 the postmaster gets $500?—A. Yes.

Q. And if the revenue is $2,000 he gets $1,000?—A. Yes, it becomes less afterwards.

Q. You spoke of postmasters who had been appointed and who were receiving $400. They are appointed outside of the Commission?—A. Yes.

Q. Did I understand you to suggest that the same thing would apply, up to the point of the lowest paid civil servant, that up to $900 or $1,000 or $1,100 they would be in the same category?—A. I think that would be a fair division.

By Mr. Drummond:

Q. In No. 3 of the Minutes and Evidence there is given a list of classes exempted from the operation of the Civil Service Act, and I notice that postmasters are mentioned as grade 1, and grade 2 (where revenue is under $2,000). Do you agree with that recommendation?—A. Yes. I am giving that opinion because I believe that that was the opinion of the department that those postmasters should not be included.

By Hon. Mr. Marcil:

Q. Has that opinion changed?—A. The department's opinion has not changed, I do not think.

Q. Where there is a revenue of $2,000 the salary remains at $900?—A. Where there is a revenue of $2,000, the salary is approximately $800 or $900.

The CHAIRMAN: I would like the Committee to understand that in speaking of $2,000 Mr. Coolican is referring to revenue and that that does not mean salary.

By Hon. Mr. Marcil:

Q. The salary is practically 50 per cent of the revenue?—A. The salary on $2,000 would run about $900.

By the Chairman:

Q. Which would be about the same grade as the lowest paid employee in the service?—A. Yes.

By Mr. Parent:

Q. What qualifications are required for a letter-carrier in the city?—A. The ability to read and write, and physical ability.

Q. It is not a very complicated examination that they are called upon to pass?—A. No.

Q. Do they require any qualifications so far as French and English are concerned?—A. No, but in a city like Montreal the majority of applicants are French speaking or bilingual applicants.

Q. What about the city of Ottawa?—A. The same thing applies; we have a considerable proportion of bilingual letter-carriers in Ottawa.

Q. The nomination of letter-carriers falls under the jurisdiction of the Civil Service Commission to-day?—A. Yes.

Q. Do you not find that there is a lot of expense in connection with the nomination of those people?—A. No, I think that the appointment of letter-carriers by the Civil Service Commission gives a fair chance to everybody to apply and be appointed.

Q. But the chance you speak of might well obtain under a system of patronage?—A. It might.

Q. In other words, you would not have any more employees under a system of patronage than you have under the Civil Service Commission?—A. We had.

By Mr. Simpson:

Q. Would there be the same publicity given to vacancies?—A. I do not think so.

By Mr. Rinfret:

Q. You say you had, but is it not a fact that the Civil Service Commission has nothing to do with the number of letter-carriers to be appointed, that the department demands a certain number of letter-carriers and the Civil Service Commission merely appoints the men?—A. That is true.

Q. How then can you say that you had more under the old system when as regards the number of letter-carriers to be appointed the same system prevails?—A. I was speaking generally. It was undoubtedly the fact that when the reorganization of the department took place there were more employees in the Service than were required to perform the duties. Steps have been taken to eliminate that, and to provide an establishment for each office that can be worked up to and used as a standard. It is simpler with regard to the letter-carriers than with regard to other positions in the service. A letter-carrier can perform a certain amount of work, cover a certain area, and the number of letter-carriers employed is governed by the number of walks established, plus a certain number of supernumeraries to take care of annual leave and sick leave. When these establishments are set, of course the only increase that can take place is by an increase in the growth of the city or by an increase in the revenue post offices with regard to other positions.

Q. That would look very good, but that has no connection with the appointments made by the Civil Service Commission. This system could prevail and the appointments could be made in some other way?—A. They could, but a study of certain offices that I have undertaken certainly showed that too many employees were engaged for the work.—I am not referring to letter-carriers particularly, but to other positions—so much so that at the completion of the reorganization that has taken place, and that has been approved by the Civil Service Commission, that reorganization shows a saving by amalgamating certain positions of over $160,000 a year.

Q. Throughout Canada?—A. Throughout Canada, from Victoria to Charlottetown.

Q. But taking for granted that we are working under that system now, which could have been worked out under any other regime, in my opinion, what is the advantage of having these letter-carriers appointed by the Civil Service Commission?—A. The advantage is, to me, that an independent body can better judge the qualifications.

Q. To come back to the same point again, do they not have to judge merely on the recommendation of a local man?—A. Yes.

Q. Well, then, could not the department do exactly the same thing?—A. Yes, they could.

By Mr. Parent:

Q. Do you admit that in a general way you find any number of labour men who can speak both languages, for instance, in the province of Quebec, and also write both languages?—A. My experience is, of course, that there are ample bilingual people to take care of the work of the Posa Office department.

Q. A good many labour men can write and read, the ordinary labour man; are you aware of that?—A. Yes.

Q. If they have those qualifications they could become letter-carriers?—A. Certainly.

Q. In other words, a letter-carrier is practically in a position that could be filled by a labour man?—A. Yes. There is a certain age limit put on, which I think is desirable. They don't take on letter-carriers at 55 or 60 years of age.

By the Chairman:

Q. Section 42 provides that a general examination of the lower grades and clerical classes could be held for a definite number of positions based on the estimate of requirement; this is done in connection with the eligible list, under the Act of 1908, and the limitation of the number of the names of such eligible list was provided to meet the requirements of the department, and found to be very satisfactory. Are you in favour of limiting the number of names on the eligible list, as operated under the 1908 Act, or do you believe in an unlimited number of names on the eligible list?—A. No; when there is an unlimited number of names of course we lose in speed, especially in the outside service; that is the only difficulty.

Q. Do you think section 42 should be amended? It now provides for the lower grade, but a general examination of classes should be held to supply eligible lists for a definite number of positions, of course based on the requirement of the department.—A. When the Post Office department requires men it requires them quickly, and at certain times in large numbers. If you have only a restricted number on the eligible list we might have difficulty in getting the number we require. Otherwise, yes.

Q. I understood you to say before that you were in favour of amending section 42 to provide for a limitation of the list?—A. Yes, to provide for a limitation of the life of the eligible list.

By Hon. Mr. Marcil:

Q. You are in favour of appointments in your department by an independent body?—A. Generally speaking, yes.

Q. The responsibility to rest with them, or with the department? Somebody must assume responsibility before Parliament and the country?—A. I do not wish to be understood as attempting to construe what the ministerial responsibility is, but I can imagine that part of it consists in giving a fair chance to all employees for promotion.

Q. The minister could not very well do that?—A. I think that the obligation and the offer to standardize the procedure really carries out more fully ministerial responsibility, as far as he is concerned.

Q. So you are satisfied with the present system?—A. I am satisfied with the present system of promotion, judged by its results; I think its results have been very good.

Q. The present system is a very costly one?—A. I could not give you any information about that.

Q. Would you be surprised to learn that the classification of this service cost a million and a half in five years?—A. As far as the Post Office department is concerned, it does not surprise me, because I do not think they were very particularly well paid prior to the advent of the Civil Service Commission.

By Mr. Parent:

Q. You have certain employees to carry the mails in the large cities from the post office to the trains or to the steamers and boats, and from those places back to the post office?—A. Yes.

Q. Do those men fall under the Civil Service Commission?—A. No; that work is let by contract. They do not come under the Civil Service Commission at all.

Q. What I mean is this: I see those drivers coming down from the post office to trains, and they are dressed like the officers of the department; they accompany a carter; what do you cali those fellows?—A. They are the transfer agents. They are used to exchange mails between trains arriving at stations. Their duties are really confined to railway stations, or the mail dispatch, or receiving parts of the city post office.

Q. What are the qualifications required from these people?—A. A slight knowledge of distribution. They have to know how to handle bags that are labelled for this or that destination. Apart from that, physical ability.

Q. Those fellows fall under the Civil Service Commission?—A. Yes.

Q. When you talk about handling bags, they take the bags from the cart and hand them over to the mail clerk in the car on the train?—A. Yes; they must know a little more than that, sometimes; they must know, for instance, on the arrival of one train what to do with the bags that come from that train, to be distributed over two or three other trains.

Q. That requires a knowledge of reading?—A. That requires a knowledge of mail distribution.

By Mr. Rinfret:

Q. Before you retire, possibly you might give this Committee your opinion on those proposed councils that have been mentioned during the inquiry?—A. Whitley councils, I believe, were brought about in 1914, and they were applied, in a modified form, to the English civil service. Subsequently they came to this side of the Atlantic, but very little appears to have been heard of them since. The difficulty, as I see it, is that the Whitley council applied in modified form to the Post Office department or any other department, is liable to become a grievance committee. Moreover, if the decisions arrived at by any of the councils are to be of any value they should be of some binding force. I very much doubt whether the representatives of any of the employees would agree to commit themselves without consulting the organizations they represent; and I do not think the representatives of the official side would care to commit themselves without the concurrence of the Postmaster General, who might possibly want to consult the Cabinet, or to have the sanction of Parliament. So that I do not think applying the Whitley councils in a modified form to the civil service is liable to be of any great value.

By the Chairman:

Q. In view of the numerous cases of dissatisfaction spoken of by the civil servants' organizations on the matters of classification, salary and kindred problems, do you think it would be to the advantage of the civil service if there were set up, something in the nature of a personnel board, representative of the different services, acting in an advisory capacity?—A. That principle was established in the board of hearing, which did some very good work in regard to appeals on classification. The principle of appeal is also embodied in the Civil Service Act with regard to suspension; a man who considers that he has been unjustly suspended can appeal to the Civil Service Commission. I think the principle is a very good one.

Q. Don't you think that if the Civil Service Commission were given power to set up a personnel board, and a board were set up, that a good many of the complaints on classification and salary revision that we now hear would disappear; a good many complaints would never reach the board; but while there is no board of appeal the civil servants probably magnify their grievances,

and the fact that no appeal board exists is the cause of many complaints?—A. Yes, I believe that is true to a certain extent.

Q. It would be preventive as well as curative?—A. Yes.

By Mr. Lewis:

Q. Under the present system there is very little dissatisfaction in your department?—A. Well, there is always dissatisfaction in our department.

Q. There is always some dissatisfaction?—A. Yes; the employees of the Post Office department are pretty well organized into labour organizations, and they frequently meet to urge their grievances, and to have discussions of Post Office problems, which means, of course, a grist of complaints for the Post Office department.

Q. You would not agree with Mr. Newcombe that the system tends to demoralization internally?—A. What system? The present system?

Q. Yes?—A. No; I have already expressed my opinion that very good results have been obtained, generally speaking, as regards the efficiency of the Civil Service departments. I will stay with that.

By the Chairman:

Q. A good deal of evidence has been given in regard to superannuation; are you of opinion that some form of superannuation should be applied to the Civil Service?—A. Most decidedly.

Q. Then, in connection with that, what is your opinion of the application of superannuation under the present classification?—A. I do not quite follow you.

Q. Do you think the present classification is not extremely complicated? I think you admitted that?—A. Yes.

Q. It is quite complicated; do you think it would be easy to apply superannuation to the existing Civil Service under the present classification?—A. My objection to the classification is, of course, to the considerable number of class titles. It is the actual salary arrangements that would be affected by the superannuation. I think, of course, that if the classification were simplified it would be easier to apply the Superannuation Act.

Q. You think before superannuation is applied that it would be advisable for the Civil Service Commissioners and the deputy heads to do everything possible to co-operate and simplify classification?—A. Yes, I think it would be a very good thing.

By Mr. Parent:

Q. There is a question put to many witnesses, Mr. Chairman, and I do not think it has been put to Mr. Coolican; I would like to have his opinion with reference to the preference given to soldiers as to minimum qualification for getting positions; is that in the interest of your service, in your opinion?—A. That is an obligation that the country has undertaken. From a purely Post Office standpoint of course we do not get the same amount of work from them as we would get from able-bodied men; that is natural.

Q. In your opinion, do you think that is correct?

The CHAIRMAN: I hardly think you should ask the witness to express his opinion on a patriotic question.

Mr. PARENT: I do not mean on a patriotic ground, I mean as far as the public service is concerned.

The CHAIRMAN: He has answered as far as the Post Office department is concerned.

APPENDIX No. 5

By Mr. Drummond:

Q. In regard to grievances, I understand you to mean that the different organizations that are in the civil service are the cause of the dissatisfaction?—A. No, I would not say that. I think that many of them meet and discuss what they honestly believe to be real grievances.

By Mr. Shaw:

Q. I have no doubt you would prefer to have them meet and discuss their grievances and send them to you rather than to carry a grouch around everlastingly?—A. Most decidedly; and I think the more they get off their chest the better.

By Hon. Mr. Marcil:

Q. I want to ask you about the transfer men Mr. Parent referred to a moment ago; they do largely the work of labourers?—A. Yes, largely. They are called upon to understand the mail distribution on the station platform.

Q. Is there any test set there before the appointment is made for such work?—A. Only an elementary test as to general education, I think.

Q. Do you think those appointments could not very well be made by the department without having the matter referred to the Commission?—A. Of course all these things, all the appointments, come to them.

Q. But I mean in that class, where a competitive examination is not very necessary?—A. Of course if you are asking me my personal preference I would say an independent body controlling them gives better results.

Q. Even where no competitive examination is feasible?—A. Yes, with regard to entrance to the civil service generally I think examination is preferable.

Q. These agents are not civil servants?—A. Yes, they are, all the transfer agents.

Q. Then in regard to the outside service, you would have the whole thing under the control of the Civil Service Commission?—A. That is my opinion.

(Witness retired).

Mr. GEORGE J. DESBARATS, called, sworn and examined.

By the Chairman:

Q. What is your position, Mr. Desbarats?—A. I am acting as deputy minister of the Department of Defence.

Q. Are you prepared to make a statement with regard to the working of the Civil Service Act, or do you wish to be examined?—A. I have not prepared any special statement, and I might say that recently my trouble has been more with dismissals than with appointments.

Q. Those dismissals come from the department?—A. Come from the department.

Q. In other words, your department has been reducing staff?—A. Yes. During the war both the Naval department and the Militia department—which are now combined under the Defence Department—increased tremendously with the very large amount of work to handle, and since that time they have been reducing their staff both on account of the reduced work and on account of the amalgamation of the departments.

Q. You were present when the former witness was on the stand?—A. During part of his examination, yes.

Q. A good deal of his examination does not affect your department at all, but certain points that were brought out do affect it. May I ask the question which we asked the former witness towards the close of his evidence?—What

is your opinion on the complaints of civil servants with regard to classification and salary and other kindred problems? Do you think that the service would be benefited by permitting the Civil Service Commission to set up personnel boards to act in an advisory capacity on those complaints?—A. I think the more co-operation you can get between a branch of the civil service and the chief administrative officers the better, and get their grievances. It is far better for them to be ventilated and brought forward and acted upon by somebody. I agree with Mr. Coolican in his statement that we got very good results from the appeal board; that a great many cases were handled by that board with good results; and in cases where the appeals were refused, the appellants were mollified by the fact that they had been able to state their case before a board of independent people, and that they had had a proper hearing.

You are, of course in favour of superannuation of the civil service?—A. Oh yes, I think that would be a great improvement in the administration.

Q. You heard the former questions with regard to classification being complicated; do you feel, with Mr. Coolican, that the best results would be obtained by the Commissioners and deputy heads of departments trying to simplify the classification before superannuation was applied?—A. I do not quite see the connection between the two. While I think that the simplification of the classification would be an advantage, I do not think that that is a necessary thing to be undertaken before superannuation comes in.

Q. Do you think reorganization is necessary in departments?—A. Well, I could only speak for my own departments, and they have been fairly well reorganized.

Q. You admit, however, that, generally speaking, the departments are subject to some reorganization?—A. I think that that is a continuous process. The departments are continually changing and they should not remain crystallized in any particular; they should be able to progress and change according to the changing need.

Q. But do you not admit, Mr. Desbarats, that the classification set up by the Arthur Young Company and the Griffenhagen Company was a very complicated classification? Do you not agree that it was set up at a time when there were a great many more employees than at normal times, and that, as a result all has not been accomplished that could be accomplished to bring the efficiency of the departments up to the highest possible standard for a peace-time basis; that reorganization is essential to-day, with a view to applying superannuation, and that it should be considered by the departments and by the Commission to make superannuation workable?—A. Well, the Calder Act as it stands to-day is now a satisfactory and fair manner of superannuation, and in the reorganization of the department that Act is of great assistance, because it allows you to reduce your staff and eliminate certain employees who have become redundant, and at the same time not put them out on the street. You have an employee, and he has worked for years in the department; in the reorganization of the staff it becomes necessary to reduce. If you have a reasonable system of superannuation, those old employees are reasonably provided for, and it gives you much greater facility—a moral facility—of reducing your staff. I agree, however, that the classification is entirely too complicated, and should be simplified.

Q. Who best could simplify it?—A. Oh, I think the Commission, with the advice in each special case of the deputy ministers and the departments concerned.

Q. In other words, it comes down to a case of co-operation between the Commission and the deputy heads?—A. Yes, and the more there is of it the better.

Q. Do you claim that the Militia department has been reorganized?—A. Oh yes, and is being reorganized as we go along, step by step.

Q. The Militia department, of course, is one in which there would be no degree of constancy. If war should occur, or rumors of war, naturally it would have to be increased. In peace time it would be fairly constant, of course?—A. In peace-time, the reorganization of a department of that kind is built on the principle that it must be able to expand at a moment's notice. It must have the foundation laid to permit of rapid expansion.

Q. By that you mean that the staff could be quickly increased?—A. I mean, by that that the staff must be such that you could take on a number of comparatively untrained men to add to the staff, and that your skeleton can expand to take care of that staff.

By Mr. Drummond:

Q. Would you tell us what effect the reorganization that you have put in your department has had?—A. It has reduced expenses very much; you mean the combination of the three departments?

Q. No, just the organization in your department?—A. Well, it has had the effect, in certain cases, of simplifying the administration, of consolidating the services, and of reducing the personnel, and thereby reducing the expenditure.

By Hon. Mr. Marcil:

Q. What is the amount of your expenditure reduced?—A. Well, I could not give those figures offhand. During the last year the personnel was cut down some 125, I think.

Q. In the Militia department alone, or in the three departments?—A. In the three departments.

By Mr. Parent:

Q. 125 what?—A. 125 persons.

By Hon. Mr. Marcil:

Q. Men, or women, or both?—A. Men and women.

By Mr. Drummond:

Q. You mean you have 125 less than you had?—A. Yes.

By Hon. Mr. Marcil:

Q. You are in peace times now?—A. Yes, but we still have a great deal of war administration to handle.

Q. Has your work in the department decreased to the same extent as you have decreased your employees?—A. Not entirely; a part of the decrease was due to consolidation of positions. For example, we have the Air Board, the Naval department, the Militia department; they were brought together under one head. The three accountant branches were brought together into one accounting administration. That resulted in the consolidation of a certain number of positions, and thereby the reduction of the personnel. Where the technical needs of the three departments are different, it is not possible to consolidate them; they must be kept separate, but there are certain lines on which they can be brought together, and on which the administration can be simplified, and run in a more economical manner.

By Mr. Drummond:

Q. Is it your opinion that a similar system of reorganization would be beneficial in the other departments, too, speaking generally?—A. Well, I would not like to speak about the other departments.

Q. You would naturally suppose that if it had a beneficial effect on your department it would have an equally beneficial effect on some other department, wouldn't you?—A. Well, if the conditions were the same.

Q. Either the same or worse?—A. Well, I mean you could not, for example, take the Interior department and Post Office department and consolidate them.

Q. No, I did not mean that; I meant the simpler departments; for instance, you would have a reorganization in the Interior department itself; is it your opinion that the particular departments could, or we might say should, be reorganized in a way that would give just as effective service and be more beneficial so far as expenditure was concerned?—A. Oh, well, I am not prepared to say anything about the other departments.

By the Chairman:

Q. Let me ask the same question as Mr. Drummond in another way: during the war a great many positions were created, the necessity for which is gradually disappearing; in all departments where staffs were increased, due to war conditions, is it not essential that reorganization should take place?—A. I should say yes, but I would qualify that by the statement that in a great many departments their staffs were reduced owing to the war.

Q. I am only asking the question with regard to staffs that had been increased?—A. Yes, where staffs had been increased during the war those staffs have been decreased, and that would lead to a lessened staff.

Q. In your opinion, is the service administered as economically under the present Act as it was under the 1908 Act?—A. Oh, I think so.

By Mr. Drummond:

Q. Do you not think that the present classification, as it exists now, has a tendency to duplicate positions, duplicate work?—A. No, I do not think so.

By the Chairman:

Q. Do you not think that the classification as it exists—which is the result of each employee's analysis of his own job—has the effect of making the work of the department lack in flexibility?—A. I think so. I think the classification is entirely too rigid, and divides the service into too many watertight compartments.

By Mr. Drummond:

Q. In one instance here, in the classification of the Naval Service department, we have helper and labourer; those are two departments that could be combined?—A. Well, a helper and a labourer are two entirely different persons.

Q. But would it not be possible for a man to be a helper and a labourer?—A. No, the qualifications are different. A helper in the yard is a technical man, and comes under the general classification of skilled labour. It is the difference between the labourer and the skilled labourer. You have first your labourer, who is an ordinary unskilled hand. Then you have your skilled labourer, who may be a blacksmith's helper, or a carpenter's helper, or a mason's helper, or a helper of any trade. Now, that helper has a technical qualification. It may not be a very great one, but he has. There is the distinction.

Q. Take the position of watchman and caretaker, they are different, too, and their qualifications are different?—A. I think they are different, but both are positions which overlap so closely that it is extremely difficult to distinguish between them.

Q. Do you think there should be a classification of those two positions—two positions made where one would do?—A. Well, I have not considered that particular classification.

Q. In a case like that, where the duties are almost identical, do you not think that the one class should cover the two positions?—A. I think you ought to have a good deal of elasticity about it, because a watchman who goes around, say at night, or in the day time, is not in the same position as a caretaker who has the responsibility of looking after a building, purchasing supplies for it,

keeping it in order, and so on. He acts with a certain degree of responsibility, whereas the watchman merely acts at the moment, and reports what he sees.

Q. Suppose, for instance, that he was both watchman and caretaker; would not that do away with one classification?—A. It might.

By Hon. Mr. Marcil:

Q. Under the 1908 Act you had the service divided into certain divisions? —A. Yes.

Q. Did that work satisfactorily?—A. That worked well for the inside positions, for the clerical positions.

Q. I see that it has been recommended by the Department of External Affairs that fifty-five classes of employees be eliminated from the operation of the Civil Service Act?—A. I have not gone into that.

Q. That request was not made by you?—A. No.

By Mr. Rinfret:

Q. You know of the report of the deputy ministers who were appointed in June, 1922, to consider civil service matters, and who reported in December, 1922. I notice that you were not a member of that committee?—A. No.

Q. Possibly you would be good enough to tell us what you think of certain of their recommendations? I will take them in order. For instance, there was a recommendation that appointments to professional and technical positions be left to the Governor in Council on the recommendation of the head of the department. Would you have any such positions in your department, and would you be of that opinion?—A. Yes, we would have a certain number. I have had in the past a large number of them, and I have found great advantage in regard to those positions in having them filled by the Civil Service Commission. The element of publicity which inures to their system, where a position is advertised, is such that you frequently get applications from men whom you would have considered quite out of the running. I know of cases where high technical positions had to be filled; they were advertised, and applications were received from men extremely well fitted, who in the ordinary course, if it had been left to the personal knowledge of the department, would not have been approached.

Q. So you are not in favour of that recommendation?—A. No, I am not.

Q. As regards promotions, the recommendation made was that they should be made for merit by the Governor in Council upon a recommendation from the head of the department, accompanied by a certificate of qualifications by the Civil Service Commission?—A. That is the provision of the 1908 Act?

Q. Yes. What do you think of that in your department?—A. I had experience of that Act, and it worked pretty well. In the case of promotions, there are many cases where the deputy minister or the chief of the branch is in the best position to judge of the qualifications of an applicant for promotion. At the same time, I think it is a great advantage for the dissatisfied person, because in cases of promotion there is always somebody who is dissatisfied. It is a great safeguard to allow an appeal to an independent body from anybody who chooses to put it forward.

Q. Do you favour the appointment of a council on the basis submitted by the Civil Service Federation?—A. You mean councils—?

Q. Of the character of the Whitley council, or something like that?—A. That is a different thing. I think that an independent body like the Civil Service Commission that becomes technical and acquires a great deal of information about the service, would make a very good appeal body of that kind.

Q. Still another point; as regards the outside service. I see that in the list of classes recommended by the deputy ministers for exemption—I do not

know whether it came from the same source, but there is a long list of classes that they recommend should be exempted from the Civil Service Commission, positions in the dockyards of Esquimalt and Halifax, for instance; positions in the Royal Naval College in those same places, and so on. What have you to say about these?—A. That was my recommendation. I think that those positions can be better and more expeditiously filled locally by the local authorities.

Q. Would it apply to the barracks in Quebec?—A. Possibly you mean the arsenal?

Q. That is what I mean?—A. That applies to all the mechanical and labouring positions in the Quebec arsenal.

By the Chairman:

Q. What is the position to-day in the Quebec arsenal?—A. That is the way in which they are appointed.

Q. They are appointed by the superintendent in charge, or by the officer in charge of the arsenal?—A. Yes.

Q. They do not come under the Civil Service Commission?—A. No.

Q. These then would not be among the positions recommended for exemption?—A. They were. That recommendation has been largely carried out.

Q. At the naval dockyards at Halifax—A. Halifax and Esquimalt.

Q. Those positions there are filled by whom?—A. By the local superintendent.

Q. The labouring positions?—A. Yes.

Q. The department does not even make a recommendation, I suppose?—A. They may, nominally; they are positions which are filled under the minister's responsibility. That is a matter of practice.

Q. The superintendent hires his own men?—A. Yes.

Q. Does he report to the department?—A. The information comes in on the pay list generally.

Q. You really just pay on his list?—A. Yes.

Q. There is no appointment made necessarily before the man is taken on?—A. No, he has to get authority to appoint a certain number of men, so many mechanics, so many this or so many that. He has to get authority for that establishment.

Q. That establishment is treated just like an industrial establishment belonging to the department?—A. Yes.

Q. They give the superintendent authority?—A. Yes.

By Mr. Drummond:

Q. By the local authority, you mean the superintendent at that particular place?—A. Yes.

By the Chairman:

Q. Do you find in regard to those particular appointments that the superintendent is inclined to resort to political patronage?—A. It is very hard to say; it is hard for me to say at a distance, but undoubtedly he will get recommendations of men, if he does not know them. What happens in practice is, they establish a list which gets built up. Those positions are more or less of a temporary nature. The establishment increases or decreases from time to time, according to the work on hand, and the number of employees is increased or decreased.

Q. Who sets the rate of pay?—A. The rate of pay?—these are current rates of pay, and they are practically union rates.

Q. Union rates at the point?—A. Union rates at the point.

APPENDIX No. 5

By Mr. Shaw:

Q. Your experience with the Civil Service Commission, I take it from what you have said, has been satisfactory?—A. Of a satisfactory nature.

Q. You have at all times co-operated with them in the interests of the civil service?—A. Certainly. I have not always agreed with them.

Q. You have no complaint to make with regard to the Civil Service Commission?—A. In a general way our relations have been pleasant.

Q. Taking the matter of promotions in your department, I suppose that in practically every case, the Commission is willing to yield to your recommendation at least they discuss it with you?—A. Yes, though in matters of promotions, I have had disagreements with them.

Q. You are satisfied that the system which has been followed, is in the final analysis, the better one?—A. Well, I would think so; I would be inclined to think that the departmental recommendations should be given more weight than at present.

Q. You spoke of the positions at the arsenal at Quebec that are exempted from the operation of the Civil Service Act?—A. Yes.

Q. Are all positions there exempted from the operation of the Act?—A. No, not the clerical or highly technical positions.

Q. I suppose that in the arsenal at Quebec, you have a department engaged in the business of testing explosives, have you not?—A. Yes.

Q. You have to manufacture munitions, I presume?—A. Quite.

Q. Do you know of any other department of the Government which is carrying on the same business?—A. You mean here in Canada?

Q. Yes?—A. No.

Q. Take the explosives department; do they engage in the same business? —A. No, they do not manufacture explosives.

Q. Do they test the power of explosives?—A. Yes. I presume so, but not quite in the same way. We co-operate with the explosives branch to a large extent, and we do a large amount of testing for them.

Q. The reason for that is, I suppose, that you have a much more adequate method of testing; is that the reason?—A. We have the method, and we have the staff, men who are doing this testing all the time.

Q. Yet you say that they have a staff engaged in that work?—A. Yes, they are responsible for the inspection of industrial establishments throughout Canada.

Q. Is there any difference, so far as testing is concerned, between testing explosives for military purposes, or for industrial purposes?—A. No, there is no difference, although there may be specialties in that line.

Q. The only difference, I suppose, is that one tests the material that goes into a cartridge or a shell, and the other people test such material as may be used for ordinary business operations?—A. There may be a difference between the testing of explosives used in mining operations, in blasting, and the testing of built up explosives which are used as cartridges.

Q. Do you know whether or not they have any men in the Mines department engaged in that business?—A. I do not think I know particularly.

Q. Before the explosives division came into operation, do you know whether or not they had?—A. I was not in touch with that.

By the Chairman:

Q. You were not consulted?—A. No.

By Mr. Shaw:

Q. So you would not know whether or not there was any other department outside of the explosives branch and your own department that is engaged in that particular line of work?—A. No, I do not know.

Q. Now, Mr. Desbarats, with regard to those positions which were exempted from the operation of the Civil Service Act, can you tell me whether any of them are susceptible of competitive examination? Let me mention some of them—crane driver, engine driver, senior chargeman of mechanics, chargeman of mechanics—are any of these positions susceptible of competitive examination? —A. If you take a very wide definition of competitive examination, and make it include certificates of experience, they would be susceptible.

Mr. SHAW: Take one of them, an engine driver?

By the Chairman:

Q. He would work on a certificate, would he not?—A. No.

Q. If he did not have a certificate, would he be appointed?—A. Yes. This would be a man driving a train engine, perhaps, which does not need a certificate.

The CHAIRMAN: I understand that in Ontario anyone who operates an engine must have a certificate.

Mr. SHAW: That is a steam boiler. Take an engine driver, running on a railroad, he does not need an examination.

The CHAIRMAN: They are under the locomotive engineers. I know that we cannot employ a man in Ontario, even for a stationary engine without a certificate, and I wondered whether the same rule applied in Quebec.

By Mr. Shaw:

Q. Take, for instance, an engine driver on the railway; he must, of course, not only have many years experience, but pass an examination?—A. I presume so, I am not familiar with that.

Q. You can accept my assurance on that point?—A. Yes.

Q. If that is so, with regard to an engine driver on the railway, is there any reason why a similar examination should not be applied so far as an engine driver in your department is concerned?—A. Well, the superintendent hiring the man has to assure himself that he is competent; either from experience, or from his own observation, he has to see that the man is competent. If a certificate is required, he has to see that he has that certificate.

Q. You mean that if the provincial law requires a certificate?—A. Yes.

Q. That would be required in the case of a stationary engineer.

Mr. PARENT: That applies in the province of Quebec too.

The CHAIRMAN: The same as the Ontario law?

Mr. PARENT: Practically so.

By Mr. Shaw:

Q. I quite agree with regard to stationary engines, but with regard to other engines.—A. If you are talking of marine engines, they all have to have certificates.

Mr. SHAW: That is different.

The CHAIRMAN: A man operating a crane in Ontario, I think, comes within the same class as the stationary engineer.

Mr. PARENT: We have the same thing in Quebec.

By Mr. Shaw:

Q. Take for instance, the position of senior chargeman of mechanics; I suppose that is a man who would have to have considerable technical knowledge? —A. He would have to have considerable knowledge of that particular mechanical trade, which might be anything; he might be an electrician, a carpenter, a fitter, a foundryman, or of any trade. He would have to have a knowledge of

his own trade, and then he would have to have personal qualifications which would enable him to take charge of men.

Q. The information I want to secure from you is that some of those positions which I have mentioned, are susceptible of competitive examination?—A. I think you can put a competitive examination on pretty much any position.

By the Chairman:

Q. Are they really foremen?—A. You mean the chargemen?

Q. Yes?—A. Yes, that is the naval term for a foreman.

By Mr. Shaw:

Q. Take positions, for instance, in the Hydrographic Tidal and Current Survey branches—Current observer, River observer—would not some special technical knowledge be required in each case?—A. In some of them, the technical knowledge is extremely light and is easily acquired, if a man has proper intelligence. It is imparted to him by an officer of the department.

Q. Is he simply a man who observes a gauge and is able to read it?—A. In some cases; in other cases the current observer would require a higher type of intelligence.

By Hon. Mr. Marcil:

Q. A lot of those classes which you asked to have exempted were not exempted by the Commission?—A. No, they were not exempted.

Q. Was any particular reason given?—A. You mean that they are not exempted now?

Hon. Mr. MARCIL: Those are positions that were asked to be exempted, but which were not all exempted.

The CHAIRMAN: Some very fine names are given to very ordinary jobs in the classification.

WITNESS: Well, they sound very fine sometimes.

Mr. PARENT: And they look very important.

By Hon. Mr. Marcil:

Q. Under the Act of 1908 you got along fairly well in your department?—A. Yes, we got along fairly well, but we went a good deal beyond the Act. Under that Act, I had the experience of organizing the Naval Service department, as a new department, and the principle on which we proceeded under the instructions of the minister was that in every case where technical qualifications, special qualifications, were required we went to the Commission, although we were not obliged to, and we asked the Commission to obtain the men. The Commission had no authority to appoint him, but the Commission obtained the man for us by advertising, and in that way we get many extremely good appointments, much better, I am sure, than the department would have got by consulting with whoever they might be in touch with. I think the publicity element is of great advantage.

By Mr. Rinfret:

Q. Would your remarks apply to the nomination of a lawyer?—A. I do not see why not. I suppose you gentlemen might not agree with me.

By the Chairman:

Q. I am not a lawyer, so I can speak freely, and Mr. Martell is not here to-day. Do you not admit this, that where a lawyer passes his examination, and engages in practise for many years, at the end of that time he is a better man than on the day he passed the examination?—A. Certainly.

Q. His experience has added something to his actual training in a law school?—A. Undoubtedly.

Q. Do you think that the average lawyer, after he has practised ten years, could go back and pass his examination?—A. No, I do not.

Q. Therefore, the man who has practised ten years, has not as good a chance as a young man who has just passed his examination?—A. No. The competitive examination has to have a proper relation to the position to be filled.

By Mr. Shaw:

Q. That is exactly the situation.—A. I have a position in mind now; I do not wish to name it, but I had to fill a high technical position in the department. We had a number of applications which were fair. There were a number of them particularly satisfactory, but nevertheless, of those, we would have had to choose somebody. We went to the Commission, in the days of 1908, and asked them if they would obtain this man for us. They advertised on a competitive basis. Now we have a man who had been engaged in that business—it was an engineering appointment, a technical engineer. He had been engaged with a large industrial corporation for some twenty years, I think. That man was not prepared to pass a technical examination on the elements of engineering, but he produced certificates and recommendations which showed what his experience and his qualifications were. Now, in the case of a lawyer, I think it is exactly the same thing. A lawyer of ten or twenty years' standing would not be asked to pass an examination in the elements of law, but he would produce elements of his ability, of the cases he had handled, and the manner in which they had been handled, and thus establish his qualifications for the position.

By the Chairman:

Q. Do you not think that the competitive examination keeps a lot of good men from applying for the position because they do not want it known that they are open for engagement, and they fear that not securing the position will react against them?—A. I was of that opinion at the beginning, but my experience has not turned out that way. I found that not to be the case with some men. You get applications from a large number of men, and you get a good list from which to select. The system may bar out some exceptionally clever and well qualified men, but it also bars out the poor man entirely.

By Mr. Parent:

Q. You are a professional man yourself?—A. Yes.

Q. In what year were you appointed to the department, I mean, to the civil service?—A. I hate to go back so far. I was appointed in 1879.

Q. Under the patronage system?—A. Yes.

Q. They made no mistake when you were appointed there?—A. Oh, I think they made a good strike at that time.

Q. I want to ask you one more question, because you referred to the Dominion arsenal in Quebec. Since you have been in the Militia department, do you know of the conditions existing in the arsenal at Quebec?—A. In a general way.

Q. What I would like you to explain to me is, how they work the bonus system in that arsenal?—A. There is not any bonus being paid to the mechanics and employees of that class. They are appointed under the current wages system, and therefore there is no bonus payable.

Q. There are other employees there who do receive a bonus?—A. Yes.

Q. Who are they?—A. The clerical classes, and the technical men who are appointed under the Civil Service Commission. They are entitled to bonuses. The men who are appointed under the current wages system are not entitled to any bonus.

APPENDIX No. 5

Q. Why should a man appointed under the current wage system not receive a bonus, when other persons doing the same work do receive it?—A. Well, they are not doing the same work. The men who are entitled to the bonus are those who are appointed under the classification of the Civil Service Commission.

Q. In other words, three or four hundred men were included under the classification, and with these men, who are ordinary workers in the arsenal, that is not the case. They were blanketed in?—A. No, these skilled workers were not blanketed in, and they came under the wages classification.

Q. Certain men contend that they are doing exactly the same work as others who receive a bonus. They are paid about the same wages as those who receive a bonus, and these men who receive a bonus do not work on Saturday afternoons, while the others do work on Saturday afternoons. They have not got that holiday, and receive the same wages, less the bonus, and do the same work?—A. I do not think those are the facts, as I understand them.

Q. That is the point that I have been calling the attention of the department to quite often, and also the attention of the Civil Service Commission, and the only answer is that those men receiving prevailing rates are not entitled to bonus?—A. Yes.

Q. I cannot understand how this system can be fair, when you consider that those who receive a bonus do the same work, and receive an additional holiday, while the others are treated in the way I have just mentioned?—A. As far as I am aware I do not think those facts are the correct facts. There was a good deal of dissatisfaction. There has been a good deal of discussion in past years on that subject, but the conditions as they exist to-day are not those. To-day all the labouring personnel at the arsenal is on current wages and do not receive any bonus.

Q. Well, of course, we may differ as to that point. It may not be that they receive current wages. I am told that employees of the Dominion Arsenal receive higher wages than the current?—A. I think that is quite possible. There was an inquiry last winter by the Labour department. They went down and they reviewed the wages, and they declared that the wages being paid there were fully up to the current wages, and that therefore there should be no more bonus given, and the bonus was discontinued.

Q. To the men receiving prevailing wages?—A. Yes.

Q. At the same time, there are those who have a certain class of permanency. I understand there are employees of that sort in the Dominion arsenal, that there are perhaps two or three hundred men.—A. No. Would you like to have the figures?

Q. Yes.—A. There are only 240 employees at the Dominion arsenal.

Q. That does not include the Cove Field Cartridge Factory?—A. That is what I am talking about.

Q. The Dominion arsenal is divided in two. There are two buildings in Quebec. You are aware of that?—A. You are not confusing the Ordnance Corps at the Citadel?

Q. No.—A. Well, the Dominion arsenal proper has fifteen permanent employees, and 225 temporary. The 225 temporary are mostly the labouring and mechanical staff.

Q. And the 225 receive no bonus at all?—A. No. There may be a few clerical ones in that temporary class who do receive a bonus, but a very small number.

Q. That is what creates dissatisfaction among the men, because there is a sentiment of jealousy, because certain fellows would be receiving a bonus and the others would not.—A. When there are any cases of that kind, it should be remedied, but the principle upon which it is being run is that the mechanical

staff is being paid current wages, and is not entitled to bonus. That situation was reviewed by the Labour department that went down to investigate, and a year ago reported that the rates of wages were fully up to the current rates, and therefore there was no justification for a bonus.

By the Chairman:

Q. Would they also be entitled to superannuation?—A. No, they are not, on the present basis, they are paid by the hour.

Q. That is the principle that applies all through the service with temporary employees who are paid prevailing rates. They are not allowed a bonus, and are not eligible to superannuation.—A. They are not allowed a bonus, but they would qualify for retiring allowance. It is a difficult situation to meet, but men who are practically permanent should be provided for by the superannuation, and the test of that is their length of service.

By Mr. Parent:

Q. You have men who have been working there by the hour for fifteen years?—A. Yes, and under the Calder Act they are entitled to retiring allowance according to length of service. There was a consulting board over three years ago. You are referring to the bonus question?

Q. I think it is to adjust such cases as you have just mentioned. I do not know.—A. I do not think so, but there are people who have been retired at the arsenal.

Q. It was a special item of about $36,000, the destination of which was the Dominion arsenal?—A. That was a hold-over from the bonus question, and it may be that that is the cause of the dissatisfaction to which you have referred, but that is an old question which has now passed away.

Mr. PARENT: It has not passed the member's attention.

By Mr. Rinfret:

Q. I infer from your remarks that you are very strongly in favour of the examination as regards appointments?—A. Yes, in a general way.

Q. How far would you carry that? Do you think the secretary of the Commission, for instance, should pass an examination before he is appointed? —A. I do not see why anybody should not.

Q. Do you think the Commissioners themselves should pass an examination before they are appointed?—A. Oh, I am sure they have very good qualifications.

By the Chairman:

Q. The opinion is held by a good many of the deputy ministers, I am informed, that the departments should have the right to select a technical man, and, if he is satisfactory to the Commission, he should be appointed. They think that by that means they can get better men. Do you think that an examination by the Commission is preferable to the selection of a man by the deputy minister? That seems to be the point, as I understand it.—A. I think the example that I gave just now of the appointment of a technical man would apply.

Q. You asked for a selection because you did not feel you were competent to select yourself?—A. No, I felt I was more competent, as far as the technical appointment was concerned—I was more competent than the Commission, because I had technical knowledge, but it was the publicity element.

Q. But take the other man. You wanted a certain man, and you knew just the man that would suit. Would it not be better in that case that you should select the man and ask the Commissioners to approve of his appointment—assure them, in other words, that he was qualified?—A. Yes.

Q. Is there not a chance that both cases may apply, where the deputy ministers really want the Commission to conduct an examination, and where also the deputy ministers want to select the man, and want to get the approval of the Commission?—A. Both cases might apply, and under the present system I think they do; that is to say, there are cases coming up where the department may say that "there is a man who is particularly suited to some position." They recommend him. Now, the Commission may take that recommendation, or they may not, at the present time. In past years there was a feeling that if the department recommended a man, he would not be appointed. I think that has gone away quite largely.

Q. You think that the system of co-operation on technical appointments between deputy ministers and the Commission is very much more evident to-day; that the deputy ministers are getting satisfactory technical men more often to-day than when the Act originally came into force?—A. Yes.

Q. It is only a case of more co-operation to make the Act work very well with you all?—A. I think so. My experience has been very good in that respect.

By Mr. Parent:

Q. The Ordnance Corps that you spoke of in Quebec City, do they take charge of rifles and things like that?—A. Yes, they take charge of military stores.

Q. Is there an establishment where the old Ross Rifle factory was?—A. I am not familiar enough with the geography to say that.

Q. Are you aware that the Ross Rifle has been discarded, as being no good at all?—A. I do not think I want to give that opinion.

Q. As a matter of fact, is it discarded from the department?—A. It is not entirely discarded. It is used still for certain purposes.

Q. Because I was coming to this. If it were no good, as we have heard,—there have been a good many representations made to that effect—I do not see why you would be keeping a good many men repairing them and keeping them in condition?—A. The Ordnance Corps keep rifles generally in condition, not Ross rifles necessarily. They would keep all kinds of rifles in condition.

Q. Are you aware of how many Ross Rifles we have in the City of Quebec?—A. I do not know exactly, but I dare say there is quite a number of them.

Q. Oh, yes, many thousands, and a good many men are employed in keeping them in condition?—A. The Ross Rifles are issued at the present time for certain training purposes, but they are not the standard rifle.

By Mr. Drummond:

Q. Are there many cases where the recommendation has been made by the department and has not been accepted by the Commission?—A. I could not say the number, but there have been cases.

The CHAIRMAN: Are you speaking of technical appointments?

Mr. DRUMMOND: Yes.

By Hon. Mr. Marcil:

Q. In the public interest, you do not favour the application entirely of the responsibility of your department in favour of the Commission?—A. There is danger always to be looked at in the case of a departmental appointment. The Departmental officer has the good of the service at heart. There is no doubt about that. He is looking for the most efficient service. The Commission is looking at it in a general way, and it is just possible that the

Commission, from the large number of applications that they have, may have a better appointment in hand than the department. That is just possible.

Q. Have they the knowledge that the department has of what the department requires?—A. No, I do not think their knowledge is as much of the special requirements of the department as the department has, and they have to rely on the department for a statement of what the requirements are.

By the Chairman:

Q. You say that there have been some cases where recommendations have been made by the department that have not been acted upon by the Commission. Would you be prepared to say there are half a dozen, or how many? —A. Half a dozen or more?

By Mr. Parent:

Q. Or less?—A. Well, I have to deal with the individual department, because I have not been with the Militia long. Not many cases—possibly half a dozen.

Q. More or less?—A. More or less, somewhere around there.

Q. Out of how many, about?—A. Out of a large number.

Q. Over 200?—A. Yes.

Q. Did you ever sit on any appeal board as far as classification is concerned?—A. No.

Q. Did you delegate your powers to any one to sit on the appeal board? —A. No, except that there was one member of the appeal board chosen by the deputy ministers, I think. I know they were consulted in some way as to the nomination of one member on the appeal board.

By Mr. Shaw:

Q. Did you take part in that conference of deputy ministers last year, for the purpose of making recommendations?—A. Yes, I was written to and asked if I had any remarks to make.

Q. You did not have any part in framing the report?—A. No.

By Mr. Drummond:

Q. Has there ever been any one in your department who has been asked to make an investigation, or make a report or recommend certain things in rgard to reorganization or reconstruction of your department?—A. Well, in a general way, the officers of the department have taken a very active part.

Q. What I mean is, has any one man in your department, the head clerk or any other one, been asked by your department to make any special report upon reorganization, or anything that would make your department more effective?—A. I do not think so, not in that formal manner.

Q. You would be aware if such a man existed?—A. Yes, except that the deputy minister relies on the assistant deputy for questions of organization in a general way.

By Hon. Mr. Marcil:

Q. Do you find that under the 1919 Act, your staff is as efficient as it was under the 1908 Act?—A. Oh, yes.

Q. All things considered, soldiers' preference, and so on?—A. Yes. I think that is largely a matter of administration and of getting the efficiency of your staff.

Q. Do you get it under the present system?—A. Yes.

Q. Still you cannot do anything for your officials. The deputy minister has no power. All the power rests with the Commission.—A. Oh, no, the deputy minister has his power of recommendation.

APPENDIX No. 5

Q. We have been told here that it was hard to please two masters, and while the officer is willing to conform to the rules of the department, he is looking elsewhere for promotion?—A. I think the officer feels that he has to get the recommendation of his department for promotion.

Q. Can he get it without your department?—A. He can, but he is not likely to.

Q. Many people have been appointed from the outside who were not recommended by the department?—A. Yes, many appointments have been made.

Q. Generally speaking, were those satisfactory?—A. Yes.

Q. As to the manual staff, labour classes, are you favourable to the exemption of that class from the Civil Service Commission?—A. Yes, I am.

By Mr. Drummond:

Q. We have been given to understand that in some of the departments certain men have been asked by the deputy minister to make a report in regard to the reorganization, or in some other way add to the general efficiency of the department, and that those men have made a report to that effect, and that that report has been thrown out or suppressed. Do you know of anything to that effect that has transpired in your department?—A. No.

Witness retired.

The Committee adjourned until 8 p.m.

TUESDAY, May 8, 1923.

The Special Committee on the Civil Service Act of Canada resumed at 8 p.m., Mr. Malcolm, the Chairman, presiding.

Mr. F. A. ACLAND called, sworn and examined.

The CHAIRMAN: Gentlemen, the first witness to-night is Mr Acland.

By the Chairman:

Q. Your full name is?—A. Fred Albert Acland.

Q. And your position?—A. Deputy Minister of Labour, and King's Printer.

Q. How long have you been in the service of the Canadian Government?—A. I entered the Service on March 1, 1907, as Secretary of the department, became deputy in the following year, and then I was asked to take the King's Printership in addition in June, 1921, Of course, it was understood at that time, not performing all the functions of King's Printer.

Q. In what year did you enter the Service?—A. 1907.

Q. Have you a statement that you wish to make, or do you wish to begin with examination?—A. I have no complete statement, but I thought that if you wished, I might outline some of the duties of the two departments. It may throw some light on some aspects. The Department of Labour was established in 1900 as a branch of the Post Office department, and was understood to devote itself chiefly to the gathering of labour statistics, that is, statistics chiefly of interest to labour; also to administer the Fair Wages resolution passed by the House of Commons in 1900, and the Conciliation Act of that time, which should not be confused with the Industrial Disputes Act of later years. In 1903 the Railway Disputes Act was enacted and placed under the charge of the Minister administering the department, the Postmaster General. In 1907 the Industrial Disputes Investigation Act was enacted, and I became the registrar. Perhaps I should say that the registrarship was identified with the deputyship; and when I became Deputy Minister of Labour I became registrar of the Board of

Conciliation and Investigation, and the two divisions have been running together ever since. In 1909 the Department of Labour was erected into a separate portfolio. The statistical work as to wages and prices particularly was considerably enlarged. In 1918, the Employment Offices Co-ordination Act was enacted and placed under the administration of the Minister of Labour. That Act I dare say you will understand, entails co-operation between the Federal and provincial governments, and we have to distribute money to the provinces in proportion to population, and their work is done in connection with the employment service. In 1919 the Technical Education Act was enacted. That also is an Act which provides for co-operation between the Federal and Provincial governments, and under that the department is entitled to distribute not more than I think at present, $1,100,000, if it is earned by the provinces in proportion again to their population, and subject to certain other conditions. In 1922 of the Annuities Act was transferred from the Post Office department to the care of the Minister of Labour. Incidentally, other work was done from time to time. During the war the allowances to munition workers overseas were paid through the department, and during the winters of 1920-21 and 1921-22 unemployment grants were distributed. The total number of employees of the department at 31st March, 1910, was 27 permanents, 5 temporaries and 51 part-time, a total of 83. The total number of positions in the department at March 31, 1922, were 124 permanents, 41 temporaries, and 51 part-time, a total of 221. The total positions at March 31, 1923, numbered 97 permanent, 3 temporary and 56 part-time, a total of 156. The total expenditures, all votes, were in 1910-11, $146,527; 1921-22, $1,884,933; 1922-23, $2,215,779. It is proper to note that the two later years include heavy disbursements on account of unemployment, namely, $500,000 for the winter of 1920-21 and $900,000 and slightly over for the winter of 1921-22.

By Mr. Chevrier:

Q. Now then, Mr. Acland, that covers the scope of your department.—A. That is the Labour department. I was going to touch upon the Printing Bureau in the same way.

Q. I would be very happy if you would give a very short synopsis of the Printing Bureau, the number of employees in it, in the same manner, permanents, temporaries, and part-times, and that will give us an idea?—A. I do not think there are any part-time employees there. I have not it quite in that form, I have a little statement here which was prepared for other purposes. I can run through it in the way I have it prepared, or would you prefer to cut that out?

Q. I am very much interested in knowing the work of the department.—A. I think it might bear on the questions you might ask.

Q. Very well, but we want to save as much time as we can.—A. Yes. Perhaps you would like to go on with the Department of Labour. I do not know that I need touch upon the Bureau.

By the Chairman:

Q. Could you more briefly outline the work of the Bureau?—A. I do not intend reading all this report, this was prepared for other purposes, and I thought I could take the total staff of the Bureau, all branches, which ranges from 675 to 735.

By Mr. Chevrier:

Q. What is that, please?—A. It ranges, it has ranged during the past two or three years from 675 to 735. This is over 400 less than the number four years ago. The Wages Bill, including the salaries voted in the Civil Government, for the month of March 1923 was $97,540.90, for 705 employees. I

have no object in reading anything more, unless you wish it. I have jotted down a few remarks as to the views regarding any alleged or apparent weaknesses in connection with the Service. If you like, I will go on with this.

By the Chairman:

Q. We are investigating the Act, and we would be glad to have you express your opinion first, and then there will be some questions.—A. With regard to the question of weaknesses in the present Civil Service Act or legislation, it will be understood that any remarks offered are not intended to be in the nature of criticisms of the Civil Service Commission. The relations of the department with the Civil Service Commission are good and I have had no reason at any time to doubt the desire on the part of the Commissioners and as a rule the officers of the Commission to administer the Civil Service Act in a reasonable spirit and, so far as possible in the public interest, any difficulty appearing as inherent in the nature of the statute.

The principal difficulty undoubtedly lies in the highly intensive system of classification, which is regarded without, I think, exception on the part of the deputy ministers and at least many of the higher officers as being cumbersome and tedious, lacking in any feature of elasticity and opposed generally to the principles of expedition, efficiency and economy. A return to a simpler system would be desirable; whether this should be done by legislation or if the existing statute might not be so interpreted as greatly to reduce the number of classifications is a point on which I hesitate to speak positively. Section 42, paragraph 2, would seem to give large authority to the Commissioners with respect to the type of classification that shall be imposed on the service. There would seem to be no reason why under this section an army of officers now distributed over perhaps hundreds of classifications might not be included under a general classification of clerks, first, second and third class, with perhaps sub-divisions or possibly some of the titles of the existing classes such as head clerk, chief clerk, principal clerk, senior clerk and junior clerk, being retained but covering far larger numbers of officers than those now embraced within these titles. These classes might be graded. If subtitles are deemed by the department concerned to be desirable these might be arranged by the department itself. Technical officers might be separated from other classes, but equally arranged in grades or divisions.

PROMOTIONS

Under the present system or practice where a vacancy arises the Civil Service Commission asks if any officer is recommended for promotion, and there is little to complain of in this system. In so far as my experience goes, the departmental recommendation is accepted by the Commission. A simplification of classification would tend to facilitate promotion. Officers of approximately equal standing might be more freely than is possible under the existing intensified classification, employed at different kinds of work and placed at new work within the limits of a branch, or might be moved from one branch to another within the same department even if the branches are not in the same city. Greater elasticity than now obtains in these matters would, by permitting the promotion of officers, frequently avert the necessity of bringing in outsiders. The duties attaching to the position which the promoted officer had vacated might frequently be combined with those of another position. Work in different departments changes necessarily from time to time, and an elasticity of the kind suggested would tend at once to convenience, efficiency and economy. There should be, too, some means of advancing a clerk beyond the maximum of a low grade for faithful and highly efficient work without calling him or her from the duties they are efficiently performing.

APPOINTMENTS

Regarding appointments to new positions, there is much to be said from the point of view of convenience, expedition, economy and efficiency, for the view that all technical officers and all officers with salaries of say $2,400 or over should be appointed by the minister, subject to a certificate from the Civil Service Commission as to competency. There is of course the alleged objection that ministerial authority in such matters represent political patronage, and since this view has been rightly or wrongly somewhat firmly inbedded in the public mind, it cannot be overlooked. References have been made before the Committee to the accepted principles of responsible government, and it would seem in fact as if those principles alone regarded would justify, if not require, that ministers responsible to Parliament and to the people for the doing of the Government and its employees should have the right of selecting Government officers. But no principle can safely be pressed too far. Government is conducted by compromise, not by logic. It is necessary to find therefore a course in this matter which will to a reasonable degree meet the principle on the one hand of responsible government and on the other hand will avoid the evils of political patronage. The administration of the day under existing conditions has exclusive authority with respect to the appointment of lieutenant governors, senators, judges, high commissioners and civil service and other commissioners, and deputy ministers, and is responsible to Parliament for the same. There is no clear evidence that the public is dissatisfied with the results of this system, but it is objected that direct appointments in the Government service below the rank of deputy minister would be a reversion to political patronage and must not be allowed, even though there is much ground for believing it would bring increased efficiency. It is extremely doubtful, however, if any administration would desire to take the responsibility of a reversion to the system of direct appointment for the considerable number of positions in the public service of the classes indicated, and it is not here suggested that the present system be in this respect amended, otherwise than in that the authority with respect to these classes of civil service appointments should be shared by the department and the Civil Service Commission, the department, if it so desires, naming the person for appointment, and the Commission, if approving, certifying as to competency, any refusal of certificate to be reported to Council; Council to have power to appoint without a certificate.

That is all I have prepared. If there are any questions I would be glad to answer them if I am able to.

By Mr. Chevrier:

Q. You say that in the case of promotions, that the recommendation of the Department of Labour is practically always accepted. Would it not be very much simpler if, in all cases of promotion, the deputy minister dealt with them himself?—A. It would be more convenient, undoubtedly.

Q. It would save a considerable amount of time and red tape?—A. It would save time.

Q. Now, your department covers a certain number of positions in the class of part time and temporaries. What have you to say with reference, for instance, to the exemption of these labouring forces from the operation of the Act? Do you believe that the system, that the merit system can be applied? —A. As far as the Department of Labour is concerned, there are no labour positions. We have part-time employees, and I may say even before they were formally exempted, they are minor positions covering salaries only of $150 to $250, and the Commission really allowed us to appoint them. We reported the appointments and they never troubled us.

Q. You make them yourself?—A. We simply made the appointments ourselves.

Q. And that would be in one year 51, and in another year 51, and this year 56?—A. No, we do not make appointments every year. Some of these men holding these positions have been in them since 1900. There may be four or five changes in the course of a year.

Q. Take, for instance, the positions such as a lighthouse-keeper and wharfingers and charwomen, foremen and the like, do you think that the merit system as applied by the Civil Service Commission, or as understood under the operation of the Civil Service Commission, is applicable for the appointment of these people?—A. I am sorry, but it is so far out of the touch of my department that I should not desire to express a view on this. As far as our own part-time employees and others are concerned, I find it a very great advantage, and we take care that there can be no objection to the appointments that we make.

Q. Since you have had the appointment of these part-time employees, have you found that the number has increased, the number of appointments?—A. We have made no change in the manner of appointment, really, and there has been no increase in number.

Q. Do you think that a competitive examination can be resorted to for the appointment of the labouring classes such as I mentioned a moment ago?—A. Not with any advantage, I think.

Q. Do you think that a demonstration of skill could be asked for in the appointment of a boiler maker, a plumber, a steam-fitter, or lighthouse-keeper? —A. I think the person charged with the appointment should have some means of satisfying himself that the person appointed had the requisite skill.

Q. You mean the party who would have the appointment, the officer in charge of that particular department?—A. If he were in charge, with authority to make appointments, he should make, and no doubt would make, the necessary enquiries.

Q. And the only way to make these appointments would be for the person in charge to make a personal investigation, and to find out if the people recommended to him possessed the proper requirements?—A. I should judge that would be the proper course. We have not had positions precisely of that type, but we have had other positions and we have done our utmost always to assure ourselves that the persons appointed had all the qualifications which we needed.

Q. As to appointments to clerical positions, these undoubtedly must be by competitive examination?—A. All the lower classes.

Q. I mean clerical positions. You have stated that once you get to the administrative or technical positions, these should be among those that you leave to the responsibility of the deputy minister. Now, in cases of statutory increases and sick leave and the other incidentals of departmental administration do you think that the deptuy minister has sufficient scope and sufficient authority to exercise his responsibility?—A. As to statutory increases, I do not find any difficulty. There is a little formula to go through, but I do not think in a small department, at least, it is very serious. As to sick leave and so forth, it is a very difficult question indeed, and personally I am rather glad to have part of the responsibility in that direction placed on the Civil Service Commission, so that certain regulations may be drawn up, more or less applicable to the whole service.

By Mr. Rinfret:

Q. As regards the Printing Bureau, You employ men of the unions?—A. Undoubtedly. They may be members of a union.

Q. Then there must be a difference in the appointment there with the rest of the service. Does that come in as an additional qualification, or is there a difference in the appointment?—A. No, they are under the Civil Service Commission, and have been for seven years.

Q. But they must have that qualification, they must be members of the Labour Union?—A. I have never heard so. As I say, all appointments now are in the hands of the Civil Service Commission. I have never heard that the Commission made that exaction or requirement; I feel quite confident they did not.

Q. You mean they do not demand that?—A. I feel quite confident no such question is raised. I would not be aware, personally.

Q. I will accept your reply, but it comes as a surprise to me.?—A. It is a surprise to me to hear that anyone supposed that membership in a union is a necessary qualification.

Q. I do not mind stating that I have been told often that no man need apply there unless he is a member of the Union.—A. They must apply to the Commission, not to the Bureau. I may say that I am not very closely in touch with that aspect of Printing Bureau matters. These matters are handled by the director who is on the ground.

Q. There is something else I would like to ask you, Mr. Acland. You are aware of a list of classes, positions which have been recommended by the departments for exemption from the operation of the Civil Service Act?—A. Yes.

Q. I note that under the Department of Labour, you have there mentioned positions relating to the adjustment of labour disputes, wage investigator, junior wage investigator, and correspondent to the Labour Gazette. In a general way, what would be the reason for that recommendation?—A. This was some three years ago, of course, that we endeavoured, under the Spinney Bill, to have the officers who were known as fair wage officers included within the classes who should be appointed without regard—or rather, who should be free of the Commission. The Commission did not agree with us, and we were unable to get that liberty.

Q. You were agreeing to this proposal?—A. We were endeavouring to have these classes excluded from the Civil Service Commission, by agreement with the Commissioners, but they did not agree with us.

Q. That would mean that in your opinion a certain class of employees should be exempted from the jurisdiction of the Civil Service Commission?—A. As far as the Department of Labour was concerned, we asked particularly for these higher officers; then we asked also for the lower officers, because really I do not think the Commission wanted to bother with them. We did not want to be entangled with the Commission over the appointment of a correspondent of only $150 or $200 a year, and they never bothered about that. As to the others, they refused. We thought there that the minister and the department were the only ones who could be sure that the person appointed was going to be a man fit for the work, and we could secure a man with infinitely less trouble and expense and be far surer the man secured was the man adapted for the work. We did not carry our point. That was about three years ago, between two and three years ago.

By the Chairman:

Q. These men are investigators?—A. Yes, these men come into contact with employers and workers and require to be men of particular tact and ability, men able to address a large gathering if need be, men who have to show discretion, and to have fairly broad vision generally. We do not want to have a position of that kind advertised, there are many objections to it.

By Mr. Chevrier:

Q. What were some of the objections that you had to the advertising?—A. The chief objection would be that we would get flooded, perhaps, with applications, or the Commission would, from people who would resent the fact that

they were not selected, and it would tend largely, we thought,—the minister thought and I agreed with him—that it would help to injure his work at a later period.

Q. It is too great publicity?—A. Yes, we thought that a very important point.

By Mr. Rinfret:

Q. And you were quite satisfied that you would get competent men without going through that routine?—A. I feel confident now that we ourselves could do better in securing an appointment of that kind. The Commission might send us a good man, but if we had not the privilege of recommending, and being pretty sure of getting that man, I think we would be likely to get one inferior to the one we had picked out.

By Mr. Chevrier:

Q. These men are practically in the position of technical men?—A. Yes.

Q. And therefore you feel, and I agree with you, that you are better judges of their qualifications and better able to select them than having them selected through the Civil Service Commission?—A. I think so.

By the Chairman:

Q. They are really more difficult men to select than technical men?—A. Yes, more difficult than many technical positions. A certain technical knowledge is required for a technical officer, but more than that is required for an officer of that kind.

The CHAIRMAN: It is a very unusual position, of course.

By Mr. Chevrier:

Q. Are you connected with the Printing Bureau also?—A. I was asked in June, 1921, to become King's Printer. It was understood that I should not perform—could not, of course—all the functions of a King's Printer, and it was thought that the arrangement might be temporary.

Q. In that connection, I meant to say this. Are you in a position to say whether the appointment of pressmen and press feeders and linotype operators, all those men who must have a certificate of fitness in their own trade before they can be employed as such, do you think that the appointment of these men should be left to the Civil Service Commission or should they be left to the deputy minister or the one in charge of the Bureau?—A. If you limit only the classes I suggested, you could not exempt classes as low as that, they would not fall within the class of technical positions.

Q. You mentioned yourself, of your own volition, that the technical men should be exempted?—A. Yes.

Q. I then asked you what you thought of exempting such positions as were not susceptible to competitive examination, and I am asking you now if you think that pressmen, press feeders, linotype operators, monotype operators, and the like of these positions are susceptible to competitive examination, and should for that reason be left to the Civil Service Commission for selection?

By the Chairman:

Q. What is the procedure now, in selecting these mechanics?—A. I am not able to inform you closely on that point. The appointments are in the hands of the Civil Service Commission, and they take their own means. They have, I understand, eligible lists as a rule, and I am quite sure it is not necessary for them to go through the form of competition and so forth, but most of the men are fairly well known, I think, around town here, who become fitted for these positions.

By Mr. Chevrier:

Q. That is, they are very well known, or they are rather well known to, say, Mr. Draper, but they would be practically unknown to the officer of the Commission—the Assignment branch of the Commission?—A. That, of course. I am unable to say.

Q. And if these men all possessed certificates of fitness before they could become full-fledged operators, would it not be an economy in time and in other ways to let Mr. Draper make his own selections?—A. No doubt it would be an economy of time and it would be a convenience. There may be some other features to be placed against that, and we must make certain sacrifices in the way of convenience, perhaps, even of time. You have to weigh these advantages and disadvantages, I suppose, and make the best of it.

Q. Let us follow that further. You see some reasons for saying there must be some advantage, but one must make some sacrifices. What sacrifice do you mean?—A. Sacrifice of convenience.

Q. You would sacrifice convenience—.—A. It would, no doubt, be convenient to appoint a man yourself, as in the case of the Fair Wage officers in the Department of Labour. That is a convenience.

Q. You would be sacrificing convenience for what? What would be the reason of that sacrifice?—A. I suppose you have a certain satisfaction in having the Commission take the responsibility for these officers. If things go wrong, it is not altogether your fault.

Q. Whose fault, when you say "yours"?—A. It would not be the fault of the officers of the Bureau, for instance, if some of the persons sent them by the Civil Service Commission were not up to the mark.

Q. But then, it would be incumbent upon them not to keep them?—A. Yes.

Q. And with all the good will and the honesty of purpose that the Commission might exercise, a man not entirely fitted for the position could be sent, and then would have to be returned?—A. No doubt. That applies equally in the clerical staffs of the different departments. We have had that happen.

Q. And if a man is allowed to select his own appointees, would it not be an improvement?—A. I am unable to say.

By Mr. Shaw:

Q. Your department is organized for the purpose of promoting the interests of labour throughout Canada. That is a fact, is it not?—A. I do not know, but that would be included at any rate in the objects.

Q. And I suppose that as far as your department possibly can, you co-operate with labour forces and try to reflect the considered and best opinion of labour in Canada?—A. We are undoubtedly in constant touch with the representatives of labour, but we are also in constant touch with the representatives of the employers.

Q. Then, is your function simply that of peace maker, or is it the larger function that I suggested at the outset?—A. We are not simply peace makers, because, as I mentioned at the beginning, we do a large amount of work other than having to do with industrial disputes. We have many functions. The relation to industrial disputes is one of them, and I suppose in common with the Government at large, perhaps a little larger share is placed on the Department of Labour for promoting the interests of the working classes.

Q. Could you give us an idea of about how many people in Canada approximately are classified within the forces of so-called labour?—A. About 250,000.

Q. People in Canada?—A. About 250,000 members of organized labour.

Q. But I am not speaking about organized labour. How many people in Canada altogether, I mean, with their families, would be the total labouring

population of Canada? Can you give me an idea?—A. I suppose you can generally count one out of five of the population in Canada. Where we have a larger proportion of men it would be larger than that.

Q. It would be about two million people?—A. Yes, but that would have to include the farming population.

Q. Now, you have mentioned that the Printing Bureau comes under your jurisdiction?—A. In a measure only.

Q. I understand that the Civil Service Commission conducted an investigation into the working of the Printing Bureau some few years ago?—A. Yes.

Q. And reorganized and simplified the work of that department eliminating much unnecessary personnel?—A. They cut away several hundred employees. I had nothing to do with the Bureau at that time.

Q. Have you had occasion to call in the services of the Civil Service Commission in order to assist you in the work of reorganization of your particular department?—A. You mean, the Printing Bureau?

Q. No, your own department?—A. We are in constant touch with them.

Q. I mean for reorganization purposes?—A. No.

Q. Now, I want to ask you at the outset about another matter. Does your department favour an application to any extent of the Whitley principle in the Civil Service?—A. Of course, I have only to do with the Department of Labour, and, as I have said, the Printing Bureau. I have heard nothing in the Department of Labour requesting the Whitley council, nor have I heard any representations of any kind from the Printing Bureau.

Q. Do I understand you correctly to say that as far as you are personally concerned, you would not be favourable to the introduction of that principle? —A. I have not said that. I have said that with regard to the two departments of which I have real knowledge, we have no demand for it.

Q. I am speaking of your department and no other?—A. As to the other departments, I am not able to speak for them. I can mention that perhaps some two or three years ago the matter was up in connection with the Post Office department.

Q. I only want your view with regard to your own department. You understand me—without reference to any other department?—A. Well, it would seem to me to be unreasonable for the Government to force a Whitley council on a department. It has not been requested.

Q. You see no necessity for it at the present time?—A. It has not been suggested in the Department of Labour.

Q. Do you think that in another form it could be of service in your department?—A. Well, I know of no difficulties in the department. If there were difficulties, of course there might be, but I know of no difficulties.

Q. So if it were formed now, it would simply be for reorganization purposes. It is unnecessary now?—A. I know of no necessity for it.

Q. And as far as the future is concerned, you are prepared to let that take care of itself?—A. I cannot say what will happen in the future.

Q. Do I take it that for the present at least you are not favourable to the introduction of the Whitley principle in the Labour department?—A. I am neither favourable nor unfavourable. As far as the department is concerned, the question has never been raised.

Mr. SHAW: But I am raising the question now.

By the Chairman:

Q. Let me point out, Mr. Acland, that you complained at the outset of your remarks about classification?—A. Yes.

Q. That difficulty that you complain of must also exist in the minds of the civil servants in your department?—A. It may.

Q. Now, Mr. Shaw's question is relative to the Whitley council, or some other form of council. You say that you know of no difficulties, and yet your first complaint was one of classification?—A. The difficulties as to classification are difficulties under the Civil Service Act, and officials of the department dealing with the Civil Service Commission, that is to say, an internal difficulty among the officers of the department, and one that would be the occasion of disputation between officers of the department of one rank and those of another rank. I do not see how a Whitley council would help in removing any defects in the classification, but, if it would, why, certainly I would have a Whitley council or anything else.

By Mr. Shaw:

Q. Then, as far as you are concerned, I would be putting it fairly by saying that you see no necessity for the introduction of any Whitley council at the present time?—A. In the Department of Labour, no.

Q. Now, if I understand you correctly, Mr. Acland, you do not seriously object to the Civil Service Commission making the promotions in your department, and making the appointments to all positions, including the positions involving technical skill. Is that your attitude?—A. I see no objection to the Commission making promotions, provided they accept the recommendations, as they have done so far as I know. I presume that if we were to make an unreasonable recommendation they would reject it. As to the higher positions, I think the department should have more to say regarding the filling of those.

Q. Well, with regard to the technical positions, your department has something to say, has it not?—A. I know of nothing.

Q. I mean, in the event that an advisory council is called for the purpose of ascertaining the man best fitted for the position?—A. I do not know that we would be necessarily consulted.

Q. Would any representative of your department be consulted?—A. Where it is filled by promotion, of course they ask us, but where it is an outsider, I do not remember that I have been consulted.

Q. Now, have you any complaint, Mr. Acland, with regard to any promotions made in your department, or with regard to the filling of any technical positions in your department?—A. No complaint whatever with regard to promotions that have been made. As to technical positions, of course we have very few of them.

Q. So that you would not have any complaint in connection with that?—A. No.

Q. Now, just one other matter, Mr. Acland. Last year a large number of positions—so-called labour positions—were exempted from the operation of the Civil Service Act. Are you in favour of that exemption?—A. I think it is an advantage.

Q. Do you concur in the recommendation as far as all the positions were concerned, that were exempted?—A. I have not studied them very closely, but I have a very general knowledge of the nature of the positions in question, and I think it was reasonable that they should all be included.

Q. Are any of these positions susceptible of competitive examination, to your knowledge?—A. Well, I suppose they would be, but it would be a very laborious, a somewhat expensive, and I think unnecessary process. You could have a competitive examination say as to a plumber, or a boilermaker, or a carpenter, but it would hardly be reasonable.

Q. You would therefore leave those in the hands of the man in charge of the work—the superintendent or some officer of the department?—A. As has been done.

Q. Yes, and you realize of course, I suppose, that the practice is, as I understand it, that the superintendent, or the officer of the department, secures his recommendations from either the sitting member, or the defeated candidate, or some local committee?—A. I have read that, but we have none in the Department of Labour. You know, it was a general practice. I may say that we have done so, sometimes in the case of a distant riding, a distant part of the country, even with regard to a minor position, such as correspondent of the *Labour Gazette*.

By Mr. Chevrier:

Q. In the West, or in the East?—A. Either way.

By Mr. Shaw:

Q. There is a difference between appointments by the Civil Service Commission to the position such as you suggest, and the appointment by the department, under the circumstances. We have suggested that in the case of the Commission there is publicity, and everybody has an opportunity for the job, whereas in the case of the departmental officer he must consult members of Parliament, or defeated candidates, or somebody of that kind, and that necessarily there would only be a limited number that would meet with the approval of any one of these men or organizations.—A. He would no doubt have discretion and would exercise discretion in the appointment, and would not appoint a man who was not fitted for the job.

Q. In other words, in the latter case which I have mentioned, might not political considerations enter into it, whereas in the case of the Civil Service Commission they would not enter into it?—A. In the case of the Civil Service Commission I do not know that that would enter into it at all. In the case of the appointments by the department it might happen that the man appointed might be of the same politics as the Government.

Q. That would not hurt him, but the point I want to bring out is this, that in the one case the opportunity is extended to everybody, and in the latter case it is only extended to a limited number. That is the fact.—A. That is a question of high policy, of course.

Q. I just want to ask you, do you know, Mr. Acland, what is the attitude of labour organizations, we will say the Trades and Labour Council of Canada, with regard to the exemption of the labouring classes of Canada from the operation of the Civil Service Act?—A. To my knowledge, they have made no representation to the Minister of Labour on the subject.

Q. Well then, would you say this, that these humble positions, if we may call them such, should be the ones that should be protected from any political considerations entering into the appointment?—A. That would not be a matter in which an official of the Government after all should deal with. That is a matter for Parliament to decide.

Q. Well, I am asking you your view with regard to this. We are here to investigate the operation of the Act?—A. We should get the best men we could for the position if it was left to us, and take the best recommendations that we can.

Q. Do you think that as far as these exempted labouring positions are concerned, that that is the class of position which should receive the greatest protection? I mean, rather I should say, need the protection most against any fault there may be in political patronage?—A. Of course, we get representations on a great many subjects from labour organizations, and I think, if they felt they were being injured by this system, we would have heard from them. I have heard of no word suggesting that they were being injured.

Q. You have received no complaints in the department?—A. Not one.

Q. I think you have already stated that you have very few that come under the exempted classes?—A. We have none in the Department of Labour. There are a few in the Printing Bureau, but still I think our department is one of the first to receive complaints of that kind.

Q. Have you heard any complaint that in the exempted classes where preference allowed by law to returned soldiers has not been regarded?—A. We have not had any word from the Trades and Labour organizations.

Q. From any organization?—A. I have seen reference to it. We may have had an occasional communication, but not many. They would not come to us. They would be likely to go to the S.C.R. department, but I have seen correspondence in newspapers, etc., that did not come to us as a rule.

By Mr. Chevrier:

Q. You signed the deputy minister's report made on the 30th of June, 1922?—A. I did.

Q. Up to the present time, have you had occasion to change your mind, or do you still concur in every one of the recommendations?—A. I signed it, and I would sign it again.

Q. Now then, you talked about the reorganization of the Printing Bureau, and that a large number of clerks had been dismissed.—A. Not clerks.

Q. I mean employees?—A. Employees.

Q. Had been dismissed by reason of the reclassification, and the argument is that that has meant a considerable saving of money. Can you say the amount that was necessitated for the payment of gratuities to these men who were retired?—A. I think I have it.

Q. And can you also give a statement of the capitalized annuities that that represents?—A. I cannot give you all that information, but I have a little of it here, I think. There was a reduction of staff. The actual number of employees retired was 355, whose annual salaries at the time of retirement totalled $490,000 odd. The cost of gratuities and other allowances for retiring officials amounted for the same year to $81,000. Also the reorganization entailed considerable expenditure by way of new equipment, estimated at about $166,000. The amount appearing in the Auditor General's report as paid to the Arthur Young Company on account of the reorganization was approximately $14,500. Of course there is the annual depreciation. I do not know how much is put in for that.

Q. That is, for gratuities, $81,000. Then there were a large number retired under the Calder Act?—A. Not a very large number .

Q. A considerable number?—A. Yes, during the last couple of years.

Q. As a result of this reorganization, a certain number were retired under the Calder Act. Have you any idea of the amount which these capitalized annuities would represent?—A. I have not really got the calculation.

Q. Are you aware that out of the 355 men who went out then, that a certain proportion, a certain number, have already been taken back again?—A. I have heard that some were back.

Q. So that it is not quite a fair statement to make, to say that because 355 employees went out, the Government has benefited to the extent of a saving of $490,000?—A. I did not make the statement. That figure was their salaries at that time. I shall not say a word in favour, or otherwise, in connection with the reorganization. I had nothing to do with it.

Q. But the statement is that as a result of this reclassification in the Printing Bureau, a large annual saving in money has been achieved, and the figures used are that the salaries have been reduced $500,000.—A. I have seen large figures given.

Q. But nevertheless, there are a large number of employees that have returned to work since these dismissals took place?—A. The number remains substantially between four and five hundred less, of course, than in 1918 or 1919.

Q. But in 1918 that was the peak year. That was the time the Printing Bureau did a tremendous amount of printing, an abnormal amount of printing, for instance, for all the Militia formulæ, and the certificates used for the soldiers, and all the military forms.—A. I am aware of that, generally speaking, although I had nothing to do with it, that they had reached a large figure, and had an enormous amount of special work.

Q. But there was not a very great difference in the personnel of the Printing Bureau compared with the present time?—A. In 1910 and 1911 I think it was a little higher than it is now. I have the figures somewhere. I think that on March 31, 1911, there were 850.

Q. But the classification took place when the Printing Bureau was loaded to its peak, due to war operations?—A. Presumably, but of course I was not in the Bureau. I knew nothing about the Bureau at that time, so I cannot speak with any authority.

Q. But you know that that is the fact. Now, then, this classification and reorganization in the Printing Bureau that was so ably conducted by Griffenhagen & Young, is that complete?—A. They went away long ago.

Q. That does not mean that they completed the work?—A. Of course, again, I had nothing to do with them. They could have stayed longer. In a great institution of that kind, you can keep on organizing and improving.

Q. Are you aware that at present the department is being circularized to find out, as required by the statute and the regulations that go with it, of the Civil Service Commission—that the Printing Bureau is being circularized to determine and find out the names of those who went overseas, and the names of those who did not go, and the reasons why they did not go?—A. I have not heard of it.

Q. If that were so, if that was going on now, would not that be a requirement precedent to the determining of the permanent positions in the Printing Bureau, to make permanent in the Printing Bureau, such employees as are now temporary?—A. Well, there is of course a proposition which looks to the making permanent of those who are not permanent at the present time, who are in somewhat invidious and difficult positions, and my officers of the Bureau had a conference some weeks ago with the Commission to try and get over that difficulty.

Q. Is not the difficulty due to the fact that the classification was not completed, in that this census was not taken at the time to enable the proper order in council to be passed, which would now enable the Commission to be able to at once make permanent an employee that is now temporary? In other words, does not that show that the reorganization and classification in the Printing Bureau was not completed?—A. I think the reorganizers should have left that question determined, but then perhaps they were interrupted in their work. I do not know.

Q. I think they were interrupted, and quite properly so, by being pushed back over the frontier. —A. I do not suggest that they should have been retained longer than they were retained.

Q. But this masterpiece of classification and reorganization, due to these experts, is not the masterpiece that some people wanted us to believe, is it? —A. There are employees of the Bureau that do not know where they are with regard to permanency.

By the Chairman:

Q. Section 45 provides that annual increases may be granted by the deputy heads, approved by the Commission. A list is recommended which entails

a good deal of clerical work, checking, etc. This accomplishes very little good, because the list is usually followed. Do you think that the annual increases should be granted by the deputy head without submission of a list to the Civil Service Commission?—A. In the old days the Deputy Minister submitted the list to the minister. It had to be approved by the minister. Of course, it would save some clerical trouble. I do not know that any real result would follow. If the deputy were left in charge it would save a little time and trouble.

Q. What is your opinion as to the length of life of eligible lists? Do you think there should be a limitation of the life of eligible lists?—A. Well, it would depend, I suppose, upon the nature of the positions, etc. I should be inclined to leave that in the hands of the Civil Service Commission so long as they are in substantial charge of the service.

Q. You have no opinion that the eligible lists remain in force too long?—A. No, we found no difficulty there—no difficulty attributable to that cause.

Q. In the outset of your remarks about the classification, you said that the classification was conflicting, that it lacked flexibility. What suggestion have you for improving that classification?—A. My suggestion is that we should greatly simplify it.

Q. Who should simplify it?—A. Well, of course I think I read in a memorandum a suggestion to the effect that we should have the service divided into a few classes.

Q. Who would do the dividing?—A. That would be done, I suppose, under an Act of Parliament in the first place, as was the case with the old Act of 1908.

Q. You mean that the departmental heads, under the Civil Service Commission, could not simplify that classification, if they were agreed on the new classification?—A. I think that under Section 42 very much might be done by abandoning a mass of classifications, and I think the Commission might have the power.

Q. Have you offered to co-operate with the Commission for the change under Section 42?—A. I have no objection to make, but the classification, accepted at the outset, was very difficult and intricate, and since then it has been much increased.

Q. Have you recommended a reorganization of your department that would simplify the classification to the Commission?—A. Well, no, because we have to conform to the classification that exists.

Q. In other words, you have made no real endeavour to change the classification at all?—A. We could not change the classification of one department, I think. We would have to submit to the general classification.

Q. If the Civil Service Commissioners were agreed on a simpler form of classification, might it not be done under Section 42?—A. My impression is that we could eliminate rather more than half the classifications in that way.

Q. Provided both were agreed to it?—A. Yes, I think so. I speak with reserve. We have an army of clerks who are being classed as clerks, and at the present time they are scattered over I think several hundred different classifications.

Q. Mr. Shaw brought up a point with regard to the Whitley council. You admitted there was dissatisfaction with the classification, at the outset of your evidence. Does that dissatisfaction exist among the civil servants?—A. I think the higher officers can see the difficulties of the classification. I would agree with the deputy ministers in desiring a simpler classification.

Q. I will have to ask my question again. You stated there was dissatisfaction with the classification. Does that dissatisfaction exist among the civil servants?—A. I have expressed my own view, that it does not make for efficiency and economy. That is my own view.

Q. I do not know how to ask the question. The dissatisfaction you speak of is your own?—A. Yes.

Q. Does the same dissatisfaction with classification exist in the minds of the civil servants of your department?—A. I cannot say that they have, generally speaking, made any particular representation regarding that.

Q. Do you know that there are a good many civil servants in Ottawa who are dissatisfied with the classification?—A. I read of it a good deal, but there are so many thousands here it would be difficult to say how many there would be.

Q. If a civil servant is dissatisfied with his or her classification to-day, what position are they in to having it modified or corrected?—A. That would go to their officer and to the deputy minister, and be taken up with the Commission.

Q. If a board of appeal existed?—A. If a board of appeal existed they could appeal from that classification.

Q. They have no appeal to-day?—A. None that I am aware of.

Q. If the Act were amended to permit the setting up of a personnel board to hear the complaints of civil servants, to give them an opportunity of presenting their case, do you not think it would be fair to the civil servants?—A. I thing it would be an advantage to have a board of hearing so long as this extensive classification exists. There would be less need for it if it were a simpler classification, but there would be an advantage in having a Board of appeal.

Q. On such a board you would have to have representatives of the civil service. Do you think such a personnel Board would not be advisable?—A. There may be some advantages in it. I would see no objection to an establishment of such a thing.

Q. It does not seem to me it is a case of seeing advantages or disadvantages. You admit dissatisfaction exists. You admit they should have a court of appeal. The civil servant is not able to go to the appeal board, because there is none. I am asking if it is desirable to set up some sort of a board.—A. I would not say there was any general dissatisfaction. I understood it was unsatisfactory to the Government, for instance, that is the system, and perhaps to Parliament.

By Mr. Chevrier:

Q. Do you mean that the civil servants themselves are not satisfied to a large extent with the present classification?—A. I take it for granted many of them are not.

By the Chairman:

Q. You have not been following the evidence before the Committee?—A. I have read a good deal of it.

By Mr. Chevrier:

Q. Outside of that, living in Ottawa, did it not get to your ears?—A. I am aware many of the civil servants are dissatisfied with the system of classification.

By the Chairman:

Q. This Committee is trying to arrive at a conclusion on certain vital points. Mr. Shaw tried to get an opinion out of you on the point. I am asking the questions in another way. Some sort of board on which the service had representation is suggested. Is that, in your opinion, a wise move or not?—A. Mr. Shaw spoke of the Whitley council, which, I think, had some sort of different bearing, but as far as labour was concerned, I saw no reason for a Whitley council in the Department of Labour, because it had not been asked for, but a board of hearing for the service at large would be an advantage.

By Mr. Chevrier:

Q. You are making a distinction between a Whitley council and a board of appeal, to which the civil servants would have resort generally. The two are distinct in your mind. You are not prepared to give an opinion on the Whitley council, you are saying that the board of appeal would be a good thing for the civil servants, in order to reduce their grievances and obtain certain measures of justice?—A. I was asked if I thought they required a board of hearing in the Labour department, and a board of hearing for the service. I can see an advantage in the board of hearing for the service at large. As to a Whitley council for the department, it is a small department, and I have not heard any word suggesting the need of it.

By the Chairman:

Q. One other point I wish to ask. It is almost needless, I fancy. If you have read the evidence, you have read a good many remarks of witnesses on the question of superannuation. You believe a Superannuation Act would be in the interest of the Service generally?—A. I think there should be a Superannuation Bill. I think it is a misfortune there has not been one long ago.

Q. Do you see difficulties in the enforcement of a Superannuation Act in connection with the existing Act?—A. The Calder Act?

Q. No. The Civil Service Act?—A. I do not know how the one would be in any way antagonistic to the other. I do not see any antagonism to that.

Q. You think superannuation could be brought down with the existing classification, as it is?—A. Well, I do not see any reason why not, myself. There may be things I am not aware of, but the classification is a distinct matter, it seems to me.

Q. Do you think there should be salary revision before superannuation is brought down?—A. I think it would be a good thing to get rid of the bonus system, to have the salaries placed on a permanent basis.

Q. You are in the Department of Labour. Criticism has been made of the number of grades in the case of some classes of civil servants, that it is the lower grades who are in need of a bonus probably more than the higher grades?—A. Presumably.

Q. Is it your opinion that a man is a better letter-carrier after a year or two years?—A. Well, I should think it would not need a great deal of training, but still a man——.

Q. There is no reason why a man should be three or four years learning to be a letter-carrier?—A. I think not.

Q. That is, after going through a course of training he would be as good a letter-carrier as he ever would be?—A. I think six months would fit him.

Q. You would be in favour of the elimination of a great many grades, in order to make fewer difficulties with the lower grades?—A. I think that is one disadvantage in the clerical line, but I think I said earlier that we ought to have some means in the clerical lines, particularly, of advancing a person who is doing particularly effective and faithful work, without putting him into a new position. We quite frequently have to meet that condition, where a clerk has reached the maximum, say, and he is qualified for advancement in another grade, but the work is clasified in the lower grade, and you do not want to stand in the way of his advancement, so they are doing twice as much work perhaps as before, and are of twice the value in another department, but you cannot advance them at all. In the end they go away and you begin with a new clerk.

Q. How would you overcome that difficulty?—A. Well, I think if we had the simpler classification, which I suggested, instead of having this particular form, we could keep them in the department more easily and have them promoted more easily.

Q. Then in your opinion, in the Civil Service Act, as it now exists, the great difficulty is the complicated classification?—A. The very great difficulty. The chief objection to it.

Q. You are not prepared to say whether the classification could be worked out by the deputy ministers and the Commissioners?—A. We have not tried. I think, but I would not object to an effort. I think much might be done in that way.

Q. Under Section 42?—A. Under Section 42. Very much I think it might be done.

The CHAIRMAN: I have no other questions.

By Mr. Shaw:

Q. I just want to ask you one question. It was in your department, was it not, that a Mr. Hooper was engaged?—A. Mr. Hooper was an officer of the department.

Q. I understand he was a very efficient and capable officer?—A. He was quite a capable officer.

Q. I am informed, if my recollection is right, that he served in your department for some seventeen years?—A. No.

Q. He served in the civil service altogether for seventeen years?—A. In the civil service. He was with us seven or eight years.

Q. Within the last few months or so he has been discharged on account of some re-organization or something, and under the Calder Act he gets five months salary?—A. Yes.

Q. Well, knowing that he was an efficient officer, a capable officer, did you make any effort to see if there was any vacancy in the service which he could properly fill?—A. We did our utmost.

By Mr. Chevrier:

Q. How old was he when he retired?—A. I think something like 40.

Mr. SHAW: 38, I was told.

Mr. CHEVRIER: But seventeen years in the department?

Mr. SHAW: Yes. How long was he editor of the Gazette?

The WITNESS: Seven or eight years. In the beginning we did our utmost. I am not sure if an opportunity offered he might not come back. I believe he has taken a position at a considerably better salary.

By Mr. Shaw:

Q. In the same line of work?—A. Better salary, as an editor.

Q. So that the salaries now paid to civil servants are not so good as those paid outside to corresponding positions?—A. That one was not. Another man left us at a considerable advance in salary. Of course there are exceptional cases. I think the salaries generally here are not, in the civil service, so high as you usually find outside.

Q. That is a well-known fact, is it not?—A. I think it is pretty well established.

By the Chairman:

Q. That particularly applies to really efficient men?—A. I think so.

Q. That is why you make your remark that when a man is very valuable you have no way to reward him?—A. Yes, those things happen sometimes in the lower grades. Sometimes the civil servants do work overtime during sessions and on other occasions and you cannot give them any extra pay. They are criticized sometimes perhaps for laxity. Occasionally perhaps we find it, but then on the other hand I have never found them unwilling to put in an extra

hour, but you have no means, as in most other cases, of rewarding them. It has been suggested there should be overtime paid, but I believe after inquiry it has proved very difficult to work it out. That is one of the difficulties of the public service.

The witness retired.

Mr. JOHN C. SAUNDERS, called and examined.

By the Chairman:

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

Q. Have you a statement which you wish to make, Mr. Saunders?—A. Yes, I have a statement here, if I might make it.

1. That part of the work of the department, which involves great responsibility in the custody and handling of gold, silver, notes and securities and which is not common to any other department of the service, has been carried on under greater difficulties than should be necessary by the application of the regulations of the Civil Service Commission, in so far as securing an efficient and competent staff is concerned.

2. The administrative officials of the department were seriously handicapped in the conversion and redemption work attaching to the 1922 Victory Loan.

3. When it was noticed that civil service matters would have special attention at this parliamentary session the officials prepared memoranda which they asked me to submit to the minister with the hope that some measure of relief might be given in the handling of future loan work. I submitted the memoranda in question to the minister.

4. I have here a synopsis of these memoranda and my covering submission to the minister which with consent of the Committee I would like to read:—

April 3, 1923

Memorandum for Hon. Mr. Fielding:

The attached memoranda from heads of various branches of the Department of Finance have been handed to me for submission to you, as our minister, with the hope that you may see some way whereby the department may be relieved from what is considered a handicap under which we are now labouring owing to enforcement of certain rigid rules and regulations of the Civil Service Commission.

During the war period the staff of the department was called upon to work almost steadily with both day and night service, Sunday included, to cope with the tremendous task of flotation of war and victory loans.

By Mr. Chevrier:

Q. Was extra pay given for that?—A. No, sir.

Q. No extra pay for that time?—A. No, sir.

The strain, especially upon the senior officers, who, being few in number were obliged to be on duty every night till eleven or twelve o'clock, was well nigh intolerable but such service was cheerfully given, being considered as a patriotic service for war purposes.

To continue under the same strain that existed during the conversion and redemption of 1st December last Victory loan, for the next fourteen years in meeting maturing obligations and new flotations, likely necessary, will be something the staff cannot stand, however willing they might be.

To show the work ahead in connection with the loans maturing in Canada, please note the following:—

APPENDIX No. 5

Date of Maturity	Loan	Amount
1st November, 1923	Victory Loan, 1918	$ 172,459,650
1st November, 1924	Victory Loan, 1919	107,955,650
1st May, 1925	War Loan, 1915-25	42,014,500
1st November, 1927	Renewal Loan, 1922	29,058,000
1st December, 1927	Victory Loan, 1917	33,437,250
1st April, 1931	War Loan, 1916-31	52,931,600
1st November, 1932	Renewal Loan, 1922	85,391,250
1st November, 1933	Victory Loan, 1918	446,663,800
1st November, 1934	Victory Loan, 1919	511,910,650
1st March, 1937	War Loan, 1917-37	90,166,900
1st December, 1937	Victory Loan, 1917	236,298,850
		$1,838,288,100

Appointments: The principle laid down by the Act, as to the making of appointments on the merit system, is sound. Difficulty arises when an attempt is made to apply the provision that the person whose name stands highest on the list shall be appointed. The regulations made by the Commission are so rigid that the difficulties in the way of securing properly qualified staff are enhanced.

The work of the department entails on officials great responsibility in custody and handling of gold, silver, notes and securities. This applies not only in the Currency and Loan branches at Ottawa but in the offices of the Assistant Receivers General throughout the country. It is of the utmost importance that the proper type of officers should be employed not only in the branches mentioned but in all other branches of the department for the reason that it is desirable that in filling positions entailing contact with securities, etc., officials should be taken from other branches of the department, where there has been an oportunity of learning their efficiency and trustworthiness.

Through the nature of the work, principally in connection with War Loan bonds, it periodically becomes necessary to build up a staff for a particular purpose. This applies, for instance, in the case of the issue of a new loan, or, as happened last fall, the handling of a conversion and redemption of a maturing loan. It may be said that such occasions should be foreseen long enough ahead to enable the necessary staff to be secured through the usual routine. The answer to such a statement would be that, as above explained, the department requires a particular type of official and even if the personnel of the new staff could be collected in advance, there would be no opportunity of judging their capabilities, etc., until the occasion for their employment arrived. As the peak of the load of such work arrives almost immediately the work commences, it is obviously impossible, having regard to the rush nature of the work, to spend the necessary time in trying out the various officials, weeding out those who are not efficient and replacing them with others who would in turn have to be submitted to probation. In such cases the department should know in advance to the utmost possible degree the type of officials who are being appointed and there should be sufficient freedom of selection to ensure that appointments are made of persons whose previous experience at least would show that they possess the necessary qualifications for the particular work on which they are to be engaged. This applies also to individual appointments required to be made from time to time where it is necessary that an efficient officer should be secured immediately and where there should be elimination of the danger of taking on a person who, on probation, would prove unsuitable.

The Finance department has experienced difficulty in getting the type of officials it needs, by reason of the fact that we are obliged to take in the first instance whomever the Commission may send. The Commission establishes a list of persons eligible for appointment in the Service. This list is established on a competitive basis and a clerk is assigned from the list in the order in which his name appears thereon without regard to his special qualifications for the work he is to do.

It is true that the department has the privilege of returning to the Commission an official who is found to be unsuitable after a period of probation.

The existing system has created difficulty in securing an adequate and efficient staff for the carrying on of the work of the Finance department. It has broken down in several instances so far as the needs of the Finance department are concerned.

Where appointments have been needed in A. R. G. Offices, the department has had time and again to consider the names of numerous candidates from the eligible lists and has not been able to obtain a suitable clerk.

By Mr. Chevrier:

Q. On that score that would mean the official of the department would have the right to select those people who he thinks are capable of filling these positions?—A. We would like to and we try—we went to the Commission and took their lists and we would see somebody down at the bottom of the list, someone who had some training in clerical work, who would suit us, and we had to take someone else and try him out, and keep throwing him back until we reached the right man.

By the Chairman:

Q. You would like to pick the list rather than take it in the order in which it was arranged?—A. Yes.

By Mr. Chevrier:

Q. That is the fault of the law as it is?—A. Yes.

Q. It is no particular person's fault, but the fault of the law as it is?—A. It is just the rules of the Commission. They just apply the rules to us and our work was of a particular nature. It is work that is not common to any other department.

By the Chairman:

Q. All you want to do is to select from the civil service list?—A. Yes.

This failure has arisen through various causes—either the candidate was already employed, frequently in the Government service at a higher salary than offered, or his address was not properly given by the Commission, or the candidate was unsuitable for the position in question. In one of such cases thirty-five names were submitted in succession all of whom were unavailable or unsuitable. After such unsuccessful attempts to obtain a clerk from the eligible list the Commission has authorized the department to engage a clerk irrespective of the lists, but in such cases the appointment could only be of a temporary nature. After such a temporary employee has been trained to be a useful assistant it has been found on occasions to be necessary ultimately to release him in order to make room for a candidate who has later been put on the eligible list as a result of subsequent examinations.

A troublesome episode caused by the rigid rule of appointment according to the order of names on the eligible list arose in connection with the recent Conversion loan. The details are fully set out in a memorandum attached. For the work in question the department required officials of a certain type

and so advised the Commission. It was necessary that the staff be built up quickly for the particular work. A further consideration was that probably the best of the officials engaged in the conversion would be retained and made the nucleus of a staff for similar work in the future, and for a general strengthening of the staff engaged in handling securities. The Commission assigned names by taking them in order from their lists without reference to particular qualifications. Thus the department was offered men without the proper qualifications. Among those assigned were men without clerical experience, whose chief previous occupations had been shingle mill operator, grocery assistant, travelling salesman, railroad conductor, electric railway conductor, clerk with junk dealer, etc. It was, therefore, impossible to build up the necessary staff through assignments from the Commission. The upshot was that a staff had to be scrambled together by taking officials away from their work in other branches. This created an unsatisfactory organization and in addition placed a strain on the other branches of the department. There was hardship not only on the officials concerned but on the whole department, entailing much night work. It is fair to add that some of the officials assigned by the Commission proved to be good appointments. This applies particularly to some clerks, and clerk stenographers and to one or two men assigned by the Commission.

Before February 1918 the department had freedom of action in choosing temporary help. In that period there was a tremendous increase in the business of the department arising from War Loan issues and other work connected with the war. No difficulty was then experienced in getting the necessary number of clerks possessing the proper qualifications. It is further to be noted that during the period in question, on account of enlistments for overseas service and the great demand for assistance in munitions work and other lines in Canada, the field from which clerks could be drawn was much restricted as compared with the present time when there is no scarcity of well qualified applicants for clerical positions. Furthermore our present requirements are much less than they were before 1918. Notwithstanding all this the department has encountered the difficulties above related. Of the numbers of clerks so chosen before 1918 those who have been retained by the department form the majority of the loan staff organization and are well trained, capable and efficient. No harm has thereby been done to the public service.

In the light of the experiences above related, it would appear that the rules governing appointments should be made more elastic so as to permit the department to secure clerks suited for the work or capable of being trained, while having due regard to the merit or competitive system. The governing principle in such matters should be the securing of an efficient staff rather than a strict adherence to rules and regulations of an inelastic nature.

No harm could result to the public service by a change in the regulations which would enable the department, in the event of the Commission's list not containing the name of a person or a sufficient number of persons with the necessary qualifications, to submit to them the name or names of candidates whom the department knows to possess such qualifications. The Commission would then, upon the request of the department, test the qualifications of the persons proposed, having regard to the particular work for which they are desired.

The conditions surrounding the work last fall in connection with the conversion loan were well nigh intolerable. The staff were subjected to a strain similar to that imposed on the department during the period of the war. During the period of four months from the middle of August to the middle of December the senior officers were obliged to be on duty every night till eleven

or twelve o'clock. The junior members of the staff were required to be on duty on alternate nights. As a compensation for overtime work the junior officials of the regular staff were allowed extra leave, as a measure of fair dealing and to give rest after the strain. This meant a continuation of the strain on those branches which loaned their personnel to the Loan branch.

The conditions indicated were cheerfully borne by all during the war period but it does not seem reasonable that heads of branches and staffs should be compelled by conditions, which ought to be subject to control, to continue under such a strain. The prospect of a yearly recurrence of these conditions prompts an urgent appeal by the Finance department for a change in the regulations and, if necessary, in the Act.

The department should have a wider discretion in the making of appointments to executive or higher administrative positions, having in mind what is stated above with reference to the nature of the work of the Finance department. As responsibility for the proper performanc of the work falls ultimately on the heads of the department, they should have the power of making appointments in the class of positions mentioned. An official might comply with the requirements of the present regulations and not be suitable for the office. If the choice lay with the department the heads would only be interested in seeing that the desired type of man with all the necessary qualifications was chosen.

If it is not thought feasible to so change the rules and regulations generally, or the Act, as to remove the difficulties regarding appointments referred to above, it is suggested that a list of elegibles be established, by or with the approval of the Commission, with particular reference to the special requirements of the Finance department.

PROMOTIONS

The rules laid down by the Commission create difficulty in the making of promotions.

A broadening of the rules might be made to give a deputy minister more power in the making of promotions, saving to the Commission the right of stepping in to prevent any possibility of a claim being made that there was unfairness to members of the staff. But the rigid principle of competition in promotions if insisted upon could prove very embarrassing to a deputy head.

OFFICE HOURS

The nature of the work of the department, particularly of the Loan branch and Currency branch, is such that the scale of the office hours prescribed for the service generally is not suitable to the department. It usually happens that in the summer months there is a rush of work in connection with War Loan bonds and this requires the attendance of the staff beyond the usual hour of closing Dissatisfaction is apt to arise through requiring a staff to stay after the closing hour laid down for the service generally. This appears especially in the summer months. The regulation of office hours in the Finance department should therefore be left to the discretion of the deputy head. He should also have a discretion as to so arranging office hours that an official who works overtime may be compensated by receiving consideration in the way of extra leave.

ALLOTMENT OF WORK

In a recent case it was decided to acquire a motor vehicle for greater safety in conveying bonds and other valuables to and from the post office, etc. I may say that after the hold-up at the Denver mint, where they drove up in a car to

the door of the mint and took $250,000 out of the mint, we tightened up a bit and got a proper van. We were carrying about $500,000 of gold between the mint and our department a week, and we were taking more chances than we were aware of. We got this vehicle. To save the expense of a chauffeur, one of the messengers was given, in addition to his usual work, the duty of acting as chauffeur." It would be once a week to go into the post office once or twice a or twice a day with bonds and valuable securities. It was desired to give him some extra remuneration for the added work, but the Commission said this could not be done, as it was contrary to the law. The messenger in question has resigned. He would not do the double work for $720 a year.

By Mr. Chevrier:

Q. You could not blame him?—A. I should say not. A compliance with the present regulations would probably require the department to employ a new messenger and also a chauffeur, to meet the requirements for staff. They would have to pay a chauffeur $110 a month under their classification, where for $300 a year we could get the dual service. Thus there was interference with the efficient and economical conduct of the affairs of the department. There should be enough elasticity in the regulations to permit the making of arrangements, such as the one indicated above, which would be in the interests of efficiency and would work no hardship to any of the staff. In other words, the rules should be subject to the requirements of efficiency, whereas in many respects the converse is the case.

MAKING THE REGULATIONS

It would make for the smoother operation of the Civil Service Act if greater power in the making of regulations was assigned to the Governor in Council, or better, to the Treasury board. As it is, no regulation can be made except on the recommendation of the Commission. If Council was disinclined to approve the regulations submitted by the Commission, and the Commission was unwilling to make any modification, a deadlock would occur. It is suggested that if the power of making regulations was given to the Treasury board, with the provision that they should ask the Commission to submit their suggestions, there is no doubt that something would result more workable than the present scheme. The Treasury board would appear to be a better body to act on such matters than Council, for the reason that it could more readily obtain the services of staff to advise on details. Such an arrangement would of course lessen the powers of the Commission, but it would not lessen the importance and scope of the Commission's work. The controlling by the Treasury board of Civil Service regulations would give the board a somewhat similar, but not as extensive a check over the Commission as that exercised by the British Treasury over their Commission.

In the case of the Civil Service Commission of Great Britain, their functions are practically confined to holding the necessary examinations for entrance to different grades in the civil service satisfying themselves as to the candidates, age, character, and health and (after consulting with the Treasury) assigning the successful candidates to the departments which have vacancies. The British Commissioners derive their powers under orders in council and are subject in practically all their functions to the approval of the Treasury. Promotions are in the initiative of the head of a department."

If the Committee will allow me I was rather curious to know what the conditions were under which the Civil Service Commission of Great Britain operated. I have heard, and I should think that we have all heard of the great merit of that system. Last summer, when our minister went overseas, we got the Commissioner of Taxation who accompanied him to make enquiries, and we have here a full explanation from Mr. E. Bridges, who is attached to the Trea-

sury in the Staff branch of the Treasury department there, which has complete charge over the civil service and staff regulations. I have that here. It is very interesting to read, and it also gives an explanation of the Whitley council as it is in effect with the staff regulations of the British civil service. I brought it with me, thinking perhaps you would like to read it.

The CHAIRMAN: We can have it printed in the report. (See Appendix—Exhibit "K".)

By Mr. Shaw:

Q. Is this report to which you refer by the Commissioner of Tariff?—A. No, it is the English report.

Q. We can get that in the statute books?—A. No, this goes into the conditions of the British civil service.

Q. How do we know it is right?—A. This official who has charge of it—his name is E. Bridges—if you turn up the British list you will find that he is in charge of the Staff branch of the Treasury department. There is no doubt about it that it is right. Our men went into the Treasury department.

Mr. CHEVRIER: I move that that memorandum be printed in the evidence.

By Mr. Shaw:

Q. If there is anybody here who knows about it, I would like to have them produced for examination?—You can call upon Mr. Russell, and Mr. Veits, our Solicitor, who were in personal touch with the man in his own office.

Mr. SHAW: I have no objection, so long as it is perfectly clear that it is a statement by somebody over there.

By the Chairman:

Q. Mr. Russell and Mr. Viets gave this some study when they were over?—A. Yes sir. Here is the letter.

"DEAR MR. RUSSELL,—

"I am exceedingly sorry that you found it necessary to telegraph for the memorandum which I promised you. As you probably know we have just been going through our busiest time of the year, and I am afraid that owing to heavy pressure of work it has been overlooked.

"I hope that the memorandum will make clear the points on which you are anxious for information. I have tried to explain how the system works in rough outline. I could have given you more details, but I think that might have made the matter less easy to understand.

"If you want further information on any other points I sincerely hope that you will write and ask me, and that you will not be deterred by the unfortunate delays which you have experienced on this occasion. I am much interested myself in the study of other governmental systems, and it would be a very great pleasure to me to do anything in my power to help you to understand our system.

"Hoping that I have not caused you serious inconvience by my delay.

Yours sincerely,

(Sgd.) EDWARD E. BRIDGES."

Would that not vouch for it?

Mr. SHAW: I am not questioning it; the only thing is that I wanted to know whether it is a statement by your officer here, or by an officer in England.

Mr. CHEVRIER: It is by an officer in England.

WITNESS: Yes, it is by an officer in England.

APPENDIX No. 5

By Mr. Shaw:

Q. The next question is whether or not any of your officers here in Canada who went over to investigate the system over there, as you stated, could give us any expert information in connection with the British system?—A. No, they could not give any more information than Mr. Bridges gives here.

Q. It is a statement from Mr. Bridges?—A. Yes. He goes into the question of Whitley councils, and I thought it would be interesting to the Committee.

Mr. SHAW: I would second the resolution to have it printed in the record.

Motion agreed to. (See Appendix—Exhibit "K".)

By Mr. Rinfret:

Q. There is no recommendation in that report concerning our own service, it is more a statement as to what takes place in England?—A. Yes sir.

The CHAIRMAN: I notice that they have fewer grades than we have.

By Mr. Chevrier:

Q. I notice that there is a document or a list of positions recommended for exemption from the operation of the Civil Service Act by various departments, and I notice that the Finance department submitted a certain list?—A. Yes.

Q. It appears on page 84 of the evidence, are you aware of it?—A. Yes, sir. (See Appendix—Exhibits "A" and "C.")

Q. And you are still of the opinion therein expressed?—A. Most undoubtedly.

Q. For the reasons you have explained?—A. For stronger reasons. In our Currency Branch, before this present system was adopted, we had a system of trying out our young men in the main department and getting acquainted with them before we passed them on to the Currency branch. We recruited from the main department to the Currency branch.

Q. Have you anything to say as to salary revision compared with the present classification?—A. You mean the desire for revision upwards?

Q. Oh, yes, always upwards?—A. Well, yes. I think there are some positions that are well paid compared with the outside, and others are not so well paid; but I should say that if you put any revisers in, we do not want that outfit from New York.

Q. I think you are safe in that; I think their days are numbered, so far as Ottawa is concerned?—A. There is where the danger is. If you make up your minds to do a thing like that, get the proper men to do it, and not have a mess all over again.

Q. You suggest that proper officials be selected to revise the salaries?—A. I would strongly suggest it.

Q. After that, a proper superannuation measure could be introduced?—A. Yes, but Mr. Chevrier, if you do that, have the revisers go to the departmental executive and administrative officers. Our department was revised, and we never saw a man. It was revised, but whoever gave us our classification did not come into our department.

Q. Let us get that right, because that statement has been made time and again. You say that whoever classified your department was not in close contact with the department at all?—A. We never saw them. I must say, in justice to them, that it was said—I have no personal knowledge of it—that my predecessor was not very affable, so they stood off and classified us.

Q. Let us put it this way: Were those classifiers from Griffenhagen and the Arthur Young Company?—A. From the Arthur Young Company.

Q. And they classified your department without coming into close contact with it?—A. Yes. They classified our Assistant Receivers' General from Prince Edward Island to Victoria, and they did not know them.

Q. As a result what was the classification like?—A. The Receivers' General were all the same. A small office in Charlottetown was classified as high as our office in Winnipeg, or the office in Toronto, which do a tremendous business.

Q. Has that been changed?—A. As soon as we pointed that out, they saw it and graded them.

Q. When a salary revision takes place, you think it should be done in co-operation with the deputy ministers?—A. Who knows more about my department in which I have been 36 years? Who can go into that department and have a better judgment of the conditions?

Q. I have been fighting for that all along, that the deputy minister is the only man who knows?—A. If he does not, he should not be there.

Q. I agree that if somebody else knows as much about the department as the deputy minister, the deputy minister should be taken out and the other party put in his place.—A. Yes, that is it.

By Mr. McBride:

Q. Yes, but supposing you do not want anybody in there in connection with this position at all; supposing you would not want anybody to come into your department?—A. I could not suppose that, because I welcomed them when they did come, and after I became deputy I sat beside a $2,000 man, and had him tell me he was not just sure that I knew whether it was the best thing or not. I say, with all due respect to the Commission, that it has been said that my predecessor was not very genial with the Arthur Young Company, and so they shot at him at long range.

Q. That was the reason they had to go into the classifications at a distance.—A. I think that probably was the reason. We got it, anyway.

By Mr. Chevrier:

Q. There was no way in which your predecessor could have precluded the entrance into his department of these people? They still had the authority to come in if they wanted to.—A. Why, yes. That is the trouble, the Civil Service Commission has authority to-day that will put us out of business if they exercise it. That is what I am objecting to, that so much authority should be given to an outside party, outside the department itself. What business house—would the C.P.R. or Bank of Montreal or any of these big banks when they want to do anything, would they allow an outside house or department to come in and tell them what they could do and what they could not do? It is not business.

Q. To come back to Mr. McBride's objection that in the case of salary revision, if you had all the power a deputy minister should have, Mr. McBride suggests that there might be this objection, that a deputy minister might say, "I will not let you come in to do this revision". Is that probable?—A. No, I do not think that. I think a deputy minister should do everything the law calls for.

Q. If he tried to do that he would be removed?—A. I should think so.

By Mr. McBride:

Q. But it has been done before?—A. Refusing to allow them in?

Q. Yes, in your department.—A. I did not say that. I said that I knew they did not come in. I understood that the feeling of my predecessor in office was not favourable to having them come in, and they did not come, but he had no power to stop them.

Q. The deputy minister has no power whatever to stop them?—A. No.

By Mr. Chevrier:

Q. Probably they saw they were having to deal with somebody who knew his business, and they said they did not know it and might as well get out. Now, you are in favour, I suppose, of superannuation?—A. Oh, yes, and it comes from

me stronger than usual, perhaps, because I belong to the old superannuation fund. The salaries paid in the service will not attract the best men and if you have a superannuation scheme that is something to add to the attraction of the salaries you pay.

Q. You say that there are certain salaries being paid that are fixed, for certain positions, that detract good men from coming into the Service. I mean, the salaries in some instances are so low that good men will not take these positions?—A. There is no doubt about that. You take the salaries in the higher grades of the service, they are not commensurate with the salaries paid for similar work outside.

Q. In your experience of thirty odd years, has that come to your knowledge on a number of occasions?—A. Has it come to my knowledge?

Q. Yes.—A. Why, yes. We not only do not get them, but we lose them.

By Mr. Shaw:

Q. Mr. Saunders, you stated in the initial part of your evidence that you wanted to get a particular type of official. In what respect would the type of official required in your department be different?—A. I will give you a sample.

Q. I want a general statement, not a sample; I do not want one individual.—A. I will give it to you. Supposing we take the conversion loan of last summer. The Minister cannot make up his mind just what he is going to do until just the last moment.

Q. You do not mean Mr. Fielding, do you?—A. I will interpret my own suggestion. He cannot make up his mind too far ahead as to the rate at which he will put a loan on the market, on account of the market going backwards and forwards, and if he puts it on too early he may put on too high a rate. Before Mr. Fielding went away he gave us the word to go,—in August, just before he went away; he gave us the word to go on the 5½ per cent rate. We had to get right off, and wanted men at once to build up this staff. The person with some clerical experience in some other department, or in some outside business firm, more than the ordinary routine work, was the type of man we wanted. In the Militia department they were letting off hundreds of war clerks who had been with them five, six and seven years. We could have recruited from these officials who had been let off, very nicely, but they had never passed through the Commission, and they were what they called on the temporary list, and the Commission could not allow us to have them ahead of others who were perhaps inferior, who had not the experience, who were on their lists. So that cut that out. In our case, we should have been allowed a little special latitude.

Q. Then, as I understand you, the particular type of official that you require is the official who has been through the Militia department?—A. I did not say that, I said that is something like it.

By Mr. Chevrier:

Q. Those who were released from the Militia department were those who knew something about accounting and the like of that?—A. Yes.

By Mr. Shaw:

Q. What I want is, that when you speak about a particular type of official for your department, what you mean is that you want officials who are experienced in clerical work. Is that what you mean?—A. Yes.

Q. And you use the words "a particular type" in the sense of having experience?—A. Yes, a certain amount of experience, anyway.

By the Chairman:

Q. You also want somebody that is trustworthy?—A. Yes. I suppose the Commission would also see to that. If they give us an official whom we do not

know anything about, they should know enough about him to know whether he is trustworthy.

By Mr. Chevrier:

Q. We all agree upon that, but those who had been in the Militia department and knew something about book-keeping and accounting and the like of that, those were the clerks you wanted.—A. Yes, who could handle securities and cheques and so on.

By Mr. Shaw:

Q. I suppose these clerks you required for the Conversion loan purposes would be in excess of your usual establishment?—A. Yes.

Q. And, of course, last year was the first year in which the Conversion loan was undertaken, was it not?—A. It was the first Conversion loan, but we handled the eighteen and nineteen flotation loans, which is almost the same work.

Q. But since 1919 there have been no loans, nor yet any conversions, have there?—A. No.

Q. And I presume in the interim your staff disappeared that was used for that purpose?—A. No. As a result of those and other loans we have eight million coupons coming in every year, in our department, which have to be adjusted; we have also 1,200,000 cheques to pay through our department to those who are holding fully registered bonds. Then we have registration; we have to keep up a large branch, with people changing coupon bonds to registered bonds, or vice versa, so it required the best of the staff to carry on, and the less valuable we let out.

Q. So what you required last summer, for a special period of three or four months, was a staff to meet that particular situation?—A. Yes.

Q. Now, when did you make your requirements known to the Civil Service Commission in connection with that?—A. Just as soon as Mr. Fielding made up his mind that he was going to have a Conversion loan.

Q. When was that, do you know?—A. In August.

Q. And you required the staff immediately?—A. Yes, the sooner the better.

Q. They started work some time—the public announcements were about the 15th of September?—A. Yes, sir.

Q. Now, I suppose you know, or is it known now, the policy with regard to the loan maturing next year?—A. No, sir.

Q. But in any event the loan is either going to be paid off or converted? —A. I do not know; that will be something the minister will take up with me.

Q. It must be one thing or the other?—A. Yes. If we have not the money to meet the loan we will require a conversion or a new flotation.

Q. The department has only one of two alternatives, either to pay off the loan or convert it?—A. Yes, and paying it off would require floating a new loan either here or in New York.

Q. Yes, but as far as your department is concerned, is it not true that it, makes no difference whether it is a conversion or a loan, it makes no difference as far as the staff is concerned whether it is a Conversion loan or a paying-off loan, because you require the same surplus staff in any event?

Mr. PARENT: How do you make that out?

Mr. SHAW: Because I assume that if the loan is to be paid off, then there must be a large staff to make arrangements with regard to the pending loan, the loan by which the money is to be secured, and also to pay off the holders of these particular bonds.

Mr. PARENT: Perhaps a financial house could tell us that.

Mr. SHAW: Perhaps Mr. Saunders could tell us that.

By Mr. Shaw:

Q. My point is this, Mr. Saunders: With regard to the loan maturing this year, that as far as your department is concerned, you are going to require a full staff, whether the loan be paid off or whether it be converted?—A. Yes.

Q. That is quite true. I would think that goes without saying?—A. Yes.

Q. So that you can notify the Commission now?—A. No, I cannot, because the minister may go to New York, and say: "We will pay it off." Then it would not bother us at all. We would do it through our agents.

Q. And there is no way by which the minister can tell in advance?—A. No, if he decided the rate too far in advance of the time the loan became due, he might find that he had given a half cent too much.

Q. The Civil Service Commission knows that these loans are going to be maturing for thirteen or fourteen years. Could not the Commission prepare a list that would, if available, have special service in your department when called upon?—A. It would be very nice if they could, but there is this about it: if they got up a list of that kind, and waited for us, the man who would be suitable for us would not wait that long. He would go and get work somewhere else.

Q. But you do not want to hire a man now, no matter how suitable he is? —A. No, but the Commission could not start and work up a list for this coming loan, and even if they did, those people could not wait until the time we needed them.

The CHAIRMAN: All you want is the privilege of sorting out the list?

By Mr. Chevrier:

Q. Picking out on the list.—A. I am looking at it from a Finance Department standpoint. If you will leave it to the Finance department, we will get the men we want in ten or twelve days.

By Mr. Shaw:

Q. What opportunities are open to your department, that are not available to the Civil Service Commission?

Mr. CHEVRIER: Probably the working out of the law as it is worked to-day.

WITNESS: Because we could not get it through the Commission. We are in close touch with all the financial institutions of the country. If we asked for their assistance we can get all the suitable clerks we want.

By Mr. Shaw:

Q. Don't you think that the Civil Service Commission can just as effectively secure competent clerks as the Finance department?—A. No. They put out an advertisement for a month, but it takes five days longer to reach British Columbia.

Mr. CHEVRIER: Then everybody knows what you are going to do, and it is not in the public interest that they ought to know in advance.

By Mr. Shaw:

Q. Your suggestion, as far as your department is concerned, practically amounts to this, that the Civil Service Commission should be eliminated from your department.—A. No, I do not say that. This hard feeling would not have been with us if I had been allowed to pick men from the list, or from the Militia department, or from the other departments, but they would not dream of it, and would not allow it, and then we got, as I say, men who before the war

were in mechanics, or something like that, and who had received a little vocational training.

Q. What you are referring to is that the men that you cited as conductors, and so on, that was their former occupation, I suppose?—A. Yes.

Q. And they had vocational training from the department of the Soldiers' Civil Re-establishment to fit them for a clerical appointment?—A. Not for our department.

Q. And by reason of the fact that they were returned soldiers, the Civil Service Commission was called upon to give them preference?—A. I do not blame the Commission. It is the working of the law.

Q. As far as you are concerned, these returned soldiers who have been trained for clerical positions, presumably were considered efficient by the department of the Soldiers' Civil Re-establishment, but were unsatisfactory, and you wanted the privilege of selecting your men?—A. Yes.

Q. So that when you mentioned these men who had been employed as conductors, and so on, you did not mean to suggest that they had no clerical training, or that they were absolutely unfitted?—A. No, but the training was not equal to the work that we required them to do. If everything had been equal, I favoured the returned soldier.

Q. But he would not do in your department?—A. No. He must have some clerical training.

By Mr. Chevrier:

Q. That is the same way in all other departments. He gets the preference, provided he is not a misfit for the position?—A. That is right.

Q. There is no discrimination in your department?—A. No, a great many of our boys went over in 1914, 1915, and 1916, and we were very proud of them, and there is nothing too good for them.

By Mr. Shaw:

Q. Now, let me ask you this question: With regard to the personnel of your service, the usual personnel of the service, of the regular personnel of the service—not the staff that you must employ for a special purpose, have you any complaint to make with regard to the choosing of those officials by the Civil Service Commission?—A. I have in this way. You will find that we have about 504 employees at Ottawa, and outside, of which about 91 are men. We have too many ladies, and we have got them because we could not get the men.

Q. So, are you satisfied with the service that the women give?—A. I find that we have in our department some girls that will hold their own with the average man in intelligence.

By Mr. Chevrier:

Q. You do not want to get in wrong with the ladies?—A. No.

By Mr. Shaw:

Q. Just what is your complaint? Is it that the Civil Service Commission have given you too many ladies or not?—A. I am not making any complaint. You are trying to make me,—

Q. I want to find out the facts. What I want to find out, disregarding for the moment, Mr. Saunders, the special additional help which you must employ during a particular season of the year for your Conversion loan purposes—putting those to one side—with regard to the ordinary personnel of your department, have you any complaint to offer against the Civil Service Commission with regard to the selection of those special officials?—A. No.

Q. I mean, are they satisfactory?—A. No, because we kept the good ones and any that were not good that they sent us, we let them go again.

Q. That is your business? That is your duty?—A. Yes.

Q. You have just been simply fulfilling your duties?—A. Yes.

Q. But as far as the regular personnel of your department is concerned, that is satisfactory?—A. Yes, at present.

Q. Now, with regard to the promotions made in that regular personnel of your service, have you any complaint to offer against the Civil Service Commission?—A. No, because I will tell you. It is this way with promotions. If a higher position is vacant, and we want to fill it, the heads of the department know who is a better man, the best one to fill that position, without having to apply to the Commission, and they will put up a notice in the department applying for applicants for that higher position, and we will have a number of employees applying for the position.

The Committee adjourned until Wednesday, the 9th of May, at 3 p.m.

WEDNESDAY, May 9, 1923

The Special Committee on the Civil Service Act of Canada met at 3 p.m., Mr. Malcolm, the Chairman presiding.

Mr. J. C. SAUNDERS recalled and further examined.

By Mr. Shaw:

Q. Mr. Saunders, I just wish to ask one or two questions. In the discussion last night, I think you indicated that by reason of the inability of the Civil Service Commission to meet the situation, your service during the Conversion loan period was embarrassed?—A. Yes, that is right.

Q. In your opinion, I take it, that was the fault of the Civil Service Commission in not providing you with proper help at the time you required it?—A. Yes.

Q. Are you sure it was the fault of the Civil Service Commission?—A. Well, it was their fault partly; I will give you the history of that if you like. I have always told the administrative officials of the department to get in personal touch with the Commission if they can when there is any question up, and that was done with the chairman of the Commission. They went down and saw him, and he agreed to do it, and afterward they would not do it.

Q. I understand from you that you could have got this staff from the Militia department, the staff that was being let out then would have served your purpose largely?—A. I just instanced that as an avenue that might have been allowed to us to go into.

Q. Did you not have the right to go into that avenue without reference to the Civil Service Commission?—A. No.

Q. I want to call your attention to a vote which passed the House of Commons last year. I note that it provided for "Clerical assistance in connection with transfer and registration of bonds, etc., and with flotation of loans; appointments for the purposes may be made without reference to and notwithstanding anything to the contrary in the Civil Service Act." The sum of $180,000 was voted for that purpose?—A. Part of it; there is a lot there for carrying on registration. But would you like an explanation of that?

Q. Under that vote, did you not have the right to go out yourselves and get those people from the Militia department?—A. If you will allow me, I would like to explain that in my own way.

Q. Go ahead, I have no objection.—A. Go back to 1918. On 30th June 1918, we wrote a letter to the Commission. Previous to that our then minister called

me personally into his office—our deputy was ill at the time and I was acting in his place—and he said "Saunders, I will not have the administrative officials of this department working on the 1918 loan in the way they did on the 1917 loan; it is killing. I want you to ask the Commission to supply us with a man even up to $3,000, who will come in and take charge of this loan and allow the officials of the department to attend to their own work, and get four or five assistants, or as many as you like, to help him out, and have him come at once so that he can organize the loan that is being put out under different circumstances than the previous loan." We wrote to the Commission—I have the letters here—and told them that we wanted a man at once. That was on the 30th July. We wanted him at once because he had to come in and organize the system to handle this loan. The first we heard of it after that was that the Commission had advertised in the papers throughout Canada for a man to fill this position. The list was to be closed on the 15th of September, with a week later for British Columbia. That meant that the loan would be on us before the man could get into the department at all. As soon as we saw that advertisement, I went to the minister, and told him that we were right up against it, that the list of applicants would not close until the 15th September, with some time allowed for British Columbia, and the minister got very hot—

Q. You are speaking of what year?—A. 1918, for the 1918 loan. The minister said "You and Rourke go to Montreal and Toronto to the Victory Loan organization, and tell them that we want them to supply us with men to come here and handle this loan." I told the minister—I said "We will bring a man in from the outside office to take charge of the Currency department and release Mr. Rourke" to be the supreme head in place of the man we could not get, and that is what we did. We got Mr. Rourke released, and brought a man in to take his place from the Assistant Receiver General's branch, and four other men; these were all we could get from the Victory Bond Committee. We got those men for the 1918 and 1919 loans, and they went off. They came more to help in the public interest. When this Conversion loan came along, I went to our present minister, and I told him the situation. I said "Mr. Rourke is dead"—unfortunately it was a very sad case—"I have not a staff to carry on the loan work this year", and I told him about the situation in 1918. I said, "Mr. Fielding, let me put something in the estimates, so that we can do it legally." In 1918, the Commission gave us a certificate after giving us the mischief for doing it, to cover it. The minister demurred quite a bit. He said, "My opinion is that we should follow the law, and if it is a bad law, we should change it." Anyway, I was right up against it; I could not rely on the Commission, and I got that vote put through in that way. The minister left us in August to go overseas, and he gave me express instructions that that vote was not to be used unless it was absolutely necessary. He did not wish us to do anything, even on the authority of Parliament, outside of the routine law, the regular Civil Service law, and we kept it down to that, and I told the chairman that myself. We only appointed seven people out of that appropriation.

Q. Out of how many?—A. We brought all our other branches in.

Q. The point I want to get at is that you only used a portion of this $180,000 that was voted for that purpose?—A. Yes. We would like to have used more, but under instructions from the minister, I could not.

Q. There is no doubt there was authority from Parliament, without the intervention of the Civil Service Commission, to select the employees?—A. Yes.

Q. But on the instructions of your minister you only used it to a limited extent?—A. Yes, Parliament can give authority but the minister must bring it into effect.

Q. Quite right. Anyway that is the situation with regard to it?—A. Yes.

Q. Did the Service suffer, would you say?—A. The Service did not suffer. We brought in our trained help and let the other ones go.

Mr. CHEVRIER: The chickens are coming home to roost.

Mr. SHAW: The chickens are coming home to roost in a way that may surprise you. You are not placing the blame on the Commission.

Mr. CHEVRIER: I am placing it where it belongs.

WITNESS: You are not blaming me.

By Mr. Chevrier:

Q. You got instructions from the Minister?—A. I think a great deal of our department, and I hated to see this blocked, I should not say unnecessarily, because the Act was there, but it is irritating to us.

Q. Was not the fact this, that it was not the fault of the Commissioners themselves, but it was purely and simply the fault of the law?—A. You cannot get better men than the Commissioners, in my opinion. The chairman is one of our outstanding men, and I have the greatest respect for them, but it is the law under which they work, and to enlarge on that, the law is so peculiar, the Civil Service Act gives certain men the power to make recommendations; which if approved by Council will become an Act. If that law did slip through they cannot undo it. It is only Parliament that can undo it.

By Mr. Shaw:

Q. Last night you indicated that your particular complaint as to the Civil Service Commission was owing to inefficiency in providing a list with the requisite number of employees to handle your conversion loan.—A. I emphasized that fact.

The CHAIRMAN: I do not think last night you left any impression with me regarding last year or any other year, so much as you left the impression with me that you would like the privilege of selecting from the list men who were suitable. You were not complaining of the list so much as you were complaining of having to take the applicants in order from the top.

The WITNESS: That was a little unnecessary irritation to us, because the chairman of the Commission had agreed and gave instructions that we were to get our choice of the list and when it came up we found other authorities countermanded that, and would not allow it.

Q. In other words, your complaint against the Act briefly put into these few remarks, is that if the list could be selected from, without regard to order the Act would be fairly satisfactory.—A. No, it would not be fairly satisfactory. We could have worked under those special conditions.

Q. If you were allowed to select from lists as they existed in any emergency, such as the refunding loan, it would be an improvement to the Act.—A. Yes.

Q. If the Commissioners could allow you to select from their lists men suitable to your departments?—A. Yes.

Mr. SHAW: That is the view I had.

By Mr. Shaw:

Q. The point I wanted to get at, and I think you indicated it clearly last night, with regard to the Civil Service Act, as regards your regular staff, is you had no particular objection to offer, no special objection?—A. If I were asked my opinion, I would have to declare it. It is the law.

By the Chairman:

Q. Bearing in mind the fact that this Committee is dealing not with the Civil Service Commissioners, but dealing with the Act as it stands, we are

anxious to hear how the Act can be improved in making the appointments?—A. I was very much interested in that memorandum on the British way of handling the civil service. I do not see why we should not have such conditions here as they have in Great Britain.

By Mr. Shaw:

Q. Is there any difference in the service between ours and England's?—A. Well now, do I catch the question; what do you mean by the Civil Service? Methods, do you mean?

Q. Are there any conditions here different from those in the civil service in England?—A. Well, Mr. Shaw, I do not know. I have not studied conditions in England.

Q. I just want to ask another question, and I am through. You are familiar, are you, with the plan generally called the Whitley plan, where the employees get some voice in the management of the affairs.—A. Well, Mr. Shaw, I am not.

Q. Are you in favour of that?—A. The most I know of that, I got from that part of the British paper submitted last evening. If the Whitley plan is the only means, I see no objection to it, because it is under perfect control, just the same as the Commission is under control of the Treasury at all times. The Commissioners there cannot make laws.

Q. You mean the Whitley council under the British civil service acts in an advisory capacity only?—A. If you read it, I think you will take that meaning which I took from it.

Q. You have no objection to that scheme?—A. As I read it, I do not see why it should not be a good scheme for Canada. I believe in the personnel of the service having some say, if they think they have been unjustly used. They should have some authority to go to.

By Mr. Drummond:

Q. Do I understand you to say you are in favour of the British Civil Service law in its entirety?—A. I do not say that exactly. I said I was very much interested in it, and it strikes me it would be very much better than our civil service. It might have to be modified somewhat for conditions in Canada, on account of conditions in Canada. As I take it, there seems to be more confidence in the public men of Great Britain than there is in the public men of Canada.

Q. To what reason do you attribute that?—A. Because under their civil service conditions over there, they leave the final say to the Treasury or to those who are in power, the party in power.

By Mr. Lewis:

Q. The difficulty that you experience is largely in regard to emergency help?—A. That is what I emphasized. We have daily difficulties with that. but there is no use bringing those up.

Q. Is this emergency help likely to be required year after year?—A. It will practically occur every year until 1937.

By the Chairman:

Q. In connection with the maturing loans?—A. Yes.

By Mr. Lewis:

Q. How long do you employ that help?—A. For the conversion of the Redemption loan we have at present allowed the weaker members of the staff to go. Now we are keeping the others on.

Q. In regard to emergency help, are they not required permanently?—A. No. We allow them to go as soon as conditions will permit.

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Q. This vote of $180,000, passed by Parliament, was to meet that situation?—A. Only that I was not allowed to use it.

Q. It was passed for that purpose by Parliament?—A. Yes.

Q. The reason it was not used was because of the discretion of the minister in charge?—A. Yes. If the minister had been home, I think he would have allowed us to use it.

Q. If the minister had been at home, would this emergency necessarily have come under the Civil Service Commission or could you have employed the emergency employees?—A. We would have had to apply to the Civil Service Commissioners for permission, first. It was only in case they could not supply the necessary help.

Q. In regard to these men, you seem to have a little difficulty about, are they put down in regard to their civil service rating, first?—A. Heaven knows, I do not.

Q. You have the list which you can draw from?—A. No, they have the list.

Q. Those on the lists are qualified, according to the Civil Service Act?—A. I think so, or they would not have been put on.

Q. In my judgment these men are specially qualified to meet the emergency situation?—A. But not our situation. They may have been for some.

Mr. LEWIS: You say the classification is at fault, not the Commission.

By the Chairman:

Q. If you heard the evidence last night, it resolved itself into this, that Mr. Saunders claimed the Finance department needed men, with a little higher training in financial matters. Is it not a fact that you would like to see the Act amended to allow the Commission power to select them from the list in an emergency?—A. Yes, I would like to see it amended so that there would be some umpire between them and ourselves, but there is no umpire.

Q. You could operate harmoniously with the Commission if you had the power to select from the list, could you not?

By Mr. Chevrier:

Q. If you had the undoubted right to select from the list, would not that be satisfactory?—A. If we had the men qualified on the list, that would be satisfactory for that one case for that one emergency.

Q. With the power that if you did not find any one on the list that was to your satisfaction, you should have the right to go out and pick up that person?—A. Yes, or to have them go out.

By the Chairman:

Q. Create a larger list?—A. Yes.

Mr. CHEVRIER: If you had the right to select him, he would be fully fit, provided the Commission gave him a certificate of fitness, as in the old days.

Mr. LEWIS: It resolves itself to this: the qualification under the classification is not high enough to meet the situation.

Mr. CHEVRIER: That has nothing to do with classification, so what my friend says about the classification is not right either. The classification has nothing to do with the drawing up of the eligible lists. The eligible lists are simply made up from the different people who apply, on a form. Some of them may go through an examination, when an examination is necessary, and their names will go on the eligible list for the purpose for which the examination was called. Others will go on an eligible list without going through any examination at all, simply by the examiners rating the examination sheets. The men Mr. Saunders got were not taken from any previous category I have mentioned, but were taken from the list of eligibles made up from these application forms.

Dr. ROCHE: No, that is wrong, Mr. Chevrier.

Mr. CHEVRIER: Well, I stand corrected. That is the trouble we had last year.

The CHAIRMAN: I do not think the Committee should object to Dr. Roche's explaining this point.

Mr. CHEVRIER: Let us find out how the eligible list was made up.

Dr. ROCHE: The list was made up of those who passed a clerical examination, and before they were allowed to take the examination, they had to have one year's experience. Then we had the eligible list made up of those who qualified by examination. Some of the men on the list were men who had received vocational training through the Soldiers' Civil Re-establishment, as well as taking the examination, and we sent them, and a great many were rejected without any probationary period. They were not put on trial at all. I happen to remember this particular case, because of the fact that this man, who was a shingle-maker, came back to report to us. It appears that this gentleman had a year's experience in the Air Board in a clerical capacity. He was a shingle-maker before enlistment. He came back from overseas and took a clerical examination, but he had a year's experience and had a recommendation from the Air Board. Still he was asked what his occupation was before he went overseas. He was ashamed to make the statement, and that was enough. "Go away back and sit down."

The WITNESS: Every one you sent up to us was asked a number of questions—they are on file in our department—and he was not asked whether he was a shingle-maker. We did not ask him that .

Dr. ROCHE: You asked his occupation.

The WITNESS: We saw at once that that man would not be fit to do the work we wanted him to do. We had no time to try him out. We could tell at once he would not be satisfactory.

By Mr. Shaw:

Q. How could you tell? By his looks?—A. By his answers. He had no experience.

By Mr. Chevrier:

Q. You had no personal interest in the rejection of these people at all, no personal spite?—A. No, personally I did not see them.

Q. Let us put it this way: your official had no personal spite against these men?—A. No.

Q. Previous to that, you had received men from the Commission, who had been satisfactory to you?—A. Yes, and we have them yet.

Q. On this particular occasion, for this reason, your officials found these men would not be satisfactory?—A. No.

Q. You had not time to give them a probationary period, and you rejected them?—A. Yes.

Q. Do you know what length of time this man had been in vocational training, after having come back from the war and having been a shingle-maker? —A. I did not see him at all.

Mr. CHEVRIER: Probably Dr. Roche could explain the extent of this vocational training?

The CHAIRMAN: Dr. Roche said a year's vocational training under the D.S.C.R.

Mr. CHEVRIER: Was he making shingles there?

The CHAIRMAN: I do not think the point is debatable at all. I do not think one, two, or three years' experience in an office necessarily gives a man sufficient experience to go into the Victory Loan department and handle Redemption loans. I think the whole thing resolves itself into a simple amendment, to give the department and the Commission authority in a case of that kind to select men from the lists.

Mr. CHEVRIER: With such a hostile sentiment, in the case of these men, we are all agreed on this, it was no more the fault of Dr. Roche, Mr. Jameson or Mr. LaRochelle than it was the fault of Mr. Saunders. It was simply because the Act did not fit, and the Act did not give Mr. Saunders power to select the man he wanted.

Mr. SHAW: Mr. Saunders was the man who was responsible for interjecting the controversy. He came here and claimed the Civil Service Commission had sent him up sail-makers and people of this character, and led us to believe that these men had no qualifications at all, when as a matter of fact, they happened to be returned soldiers, and had qualified under the vocational training provisions.

The CHAIRMAN: I think, Mr. Shaw, the evidence that we have heard shows they had not been trained for this particular work.

The WITNESS: That is not fair, Mr. Shaw. I am not here, or I should not be here, to be twisted or turned, whatever I say here should be taken in the way I mean it. You are far more clever than I am.

Mr. SHAW: No, do not make that suggestion, Mr. Saunders.

The WITNESS: It is not fair to try to misrepresent. We have a great regard for the returned soldier, and I will tell you this, that if a position is vacant and a returned man can fill it, he is the man we want.

Mr. SHAW: Do not make any suggestion of that kind at all. I trust you did not take any suggestion of that kind from what I said.

The WITNESS: It was bordering on it.

Mr. SHAW: I did not say anything intended to suggest or that would lead anyone to suppose that your department discriminated against returned soldiers. I do not know that they do or do not.

The WITNESS: Oh no.

Mr. SHAW: But what I do suggest is that you endeavoured to put the blame on the Civil Service Commission.

The WITNESS: I did not mean to put the blame on the Civil Service Commission. I put it on the system. I told you it was the system, the law.

Mr. CHEVRIER: Let us be fair about it. Mr. Shaw says you tried to put the blame on the Civil Service Commission. So far as I am concerned, I think you did, and I think you were right.

The WITNESS: Well I put it on the system.

Mr. CHEVRIER: In this way, that you said you could not get the men because the Civil Service Commission would not let you pick your men but just as much as a policeman on the street will not let you cross in front of a parade and he is obeying the law, the Civil Service Commission were obeying the law, and you and I are not blaming them for having obeyed a law that was not manageable.

The WITNESS: I am not blaming them.

Mr. CHEVRIER: But you said it was the fault of the Civil Service law.

The WITNESS: That is what I said. The Civil Service Commission is better than I am.

Mr. RINFRET: I think if we have the facts, it is not very material to know what the witnesses have in mind and what the members of the Committee have in mind. We have the facts and we should stop there.

By Mr. Lewis:

Q. Did you not say that if you had an opportunity to get men from the list, that there were not men on the list that would suit your wants?—A. No, we could not see them.

By Mr. Chevrier:

Q. That would not be the fault of the Commission.—A. No, that would be the fault of the rules and regulations.

Q. If the proper men did not apply to the Civil Service Commission for these jobs, you necessarily could not find them on that list, and that did not mean that the Commissioners themselves struck them off or did not let them compete for these positions.—A. No.

The CHAIRMAN: All right, Mr. Saunders, I think that is all.

Witness retired.

Mr. RINFRET: Mr. Chairman, before we hear another witness, I would like to make a suggestion: we have heard a score of deputy ministers and I think it would complete the evidence if we had printed as an appendix the report of that Committee of deputy ministers, appointed in June, 1922, to consider matters affecting the Civil Service. That report is dated the 4th December, 1922; we have already had a typewritten copy of it but I believe it would be very handy if we had it printed with the evidence. I will make a motion to that effect.

(See Appendix—Exhibit "L.")

Mr. CHEVRIER: Mr. Lewis suggested about the adjournment; that when we adjourn it shall be until Tuesday.

The CHAIRMAN: Yes. Gentlemen, it has been the policy of the Committee not to hear any private witnesses, on account of the number of them, but the sub-Committee decided last night to give Mr. George Bull a few minutes, to point out a few cases of over-manning in the service, and to give Mr. Saral a moment to make a statement on behalf of the temporary employees. We had not an opportunity to submit these names to the Committee. I will now call Mr. George Bull.

Mr. GEORGE BULL, called, sworn and examined.

By the Chairman:

Q. What is your full name, Mr. Bull?—A. George Bull.

Q. How are you engaged at the present time?—A. I am engaged at the present time in working on the Municipal year book, and a patent book for Public Library accounts.

Q. I understand you have some knowledge of over-manning in the departments on which you wish to submit evidence?—A. Yes. Before I submit the evidence may I say that I did not get your message until two o'clock and I have not all the papers with me, but I think I have enough to cover part of the subject. I would like to take in the first place—this is the only paper I have here—the effect of the 12,000 war employees on the service and the seven or eight thousand that are being eliminated from the service. I might add that I have an intimate knowledge of this matter, as I was instrumental in having a good many of those engaged that were engaged during the war. I would like

to file these two documents in support of the statement I am going to make. (Two documents filed.)

Q. You were in the Accounting branch of the Militia and Defence department?—A. Yes. Transferred to Ottawa for those special duties, for investigation into the various branches.

Q. Proceed with your evidence on over-manning.—A. I would like to go back to 1917; it is a long way but it is necessary to go that far back. In those days the present Commission was not in existence, and I would like to give you, as well as the over-maning question, a resumé of the responsibilities that were placed during 1917, 1918 and 1919 in the hiring of these men, and the bad effect they had on the service. In 1917 I was sent to the Separation Allowance branch, an office of 600, to take over control from a Mr. Raymond, a political nominee of the then member for Ottawa. It was necessary for me to proceed to various night schools and Civil Service schools, to engage between two and three hundred men, without reference to the then Civil Service Commission, under the instructions of J. W. Borden, the Paymaster-General. These men were rushed in on the night staff. This gentleman, Raymond, was ultimately with other men discovered to have embezzled money and destroyed ledger sheets and other serious matters. This 900 staff that was then engaged on the Separation Allowance work, was reduced ultimately to 500, and that ends my evidence as regards the Separation Allowance branch.

Q. This staff was reduced to 500?—A. Yes.

Q. In what way?—A. By the simplification of the work.

Q. Please bear this in mind, that you are not trying now to establish your own ability; we are not interested in that. We are interested in having you show that there is over-manning existing in the service?—A. I am sorry; I will cut the first part out if that is not evidence.

Q. There is not time for it.—A. We will make the story very short. At the end of 1920, or 1919 and 1920, there was round about 4,000 of these men left in the service. There had been eliminated round about seven or eight thousand. There were 4,000 still left in the service in various departments; not only in the Militia department; some are in the Interior; some in the Pensions Board; some are in the Soldier Settlement Board. I think that is about the four departments these men are in. Now those men are spread over the service and are war workers who have been blanketed in with one, two, three and as a limit four hours' work per day. Now I have not got my papers and I am talking a little under difficulty under the short notice you gave me. You have 4,000 men there in the service that could be eliminated, or where the Commission are now letting men out, they could be transferred to other departments.

By Mr. Chevrier:

Q. Did you go through the service to find that out, Mr. Bull?—A. As a matter of fact I went through all the departments and had quite an unpleasant time. I was with the Civil Service Commission, Mr. Chevrier.

Q. Are you prepared now to make the statement that in these three or four departments there are over 4,000 people too many?—A. I am; in the departments I have mentioned, there are between 3,000 and 4,000 people too many.

By Mr. Rinfret:

Q. If I may be permitted to interject, there is quite a margin between 3,000 and 4,000.—A. Well, I have not my papers with me, Mr. Rinfret. If I had had an earlier notice I could have made this much more plain.

Q. Do you mean to say you have brought it down to a precise number? —A. Round about, into the hundreds. I have a chart. I did not intend to

appear to-day, owing to the short notice, but I thought having come up from the country I had better appear.

Q. You do not remember whether it was 3,000 or 4,000?—A. Oh yes, I do, I think it was around 3,600. I have the chart and the numbers and the departments.

By Mr. Chevrier:

Q. How do you get at that by a chart?—A. It gives the various branches that they are in, the departments they are in, and how they were eliminated. Perhaps I had better give you an instance and then you will see. Take the Soldier Settlement Board. I have an intimate knowledge of the Soldier Settlement Board. Two young gentlemen, sons of George Edwards, the chartered accountant, who installed the system from Halifax to Vancouver, were brought to me when I was investigating the Casualty Pay office. These men were paid $25 to $35 a day to instal a system from Halifax to Vancouver for the Soldier Settlement Board. Now I am speaking from memory Mr. Rinfret, I have not the papers and I could not get back in time to get them, but I think there are round about three hundred men that I have a personal knowledge of in the Soldier Settlement Board.

Q. In what branch?—A. Not in one branch; in the whole of the Soldier Settlement Board. Now that is a pretty bold statement to make without facts and figures here, but I think you should be a little lenient with me because I have not got my papers with me, but those are the facts and if you give me another half hour on Friday or at some convenient time, I can give you the exact data on this matter.

By Mr. Lewis:

Q. Has not the Soldier Settlement Board been reduced one-third in the last year?—A. Yes.

Q. And during the last four years more than two-thirds?—A. Yes, that is so.

By Mr. Rinfret:

Q. And is not that reduction due to post-war conditions?—A. They are all due to post-war conditions, all these men, the whole 12,000, I have the exact number, the whole 12,000 of these war employees were all released through post-war conditions, but I maintain and I believe as a matter of fact I can produce the evidence that there are 4,000 still in the service at the present moment that could be eliminated.

Q. What I want you to have in mind is this; this extra number then in your opinion would be made up merely of employees who worked during the war and have not yet been released?—A. Well, I will give you a sample. You heard Mr. Desbarats yesterday on the Militia department. Mr. Desbarats is deputy and should know. I worked under Mr. J. W. Borden in 1915-16, 17 and 18 when the full pressure of war work was on. Mr. Borden carried the dual office of Paymaster-General and Chief Accountant, and he was paid $3,800. To-day with practically the same expenditure there are seven men from $4,500 to $3,000 in that particular branch of which Mr. Borden was in charge, and Mr. Borden's position--

By Mr. Chevrier:

Q. When were they put in?—A. Two I believe were put in under the amalgamation of Naval and Air.

Q. What year was that?—A. And I believe Captain Talbot and Mr. Bouseville were put in under the reorganization. You have the present Chief

Accountant, R. P. Brown, you have his assistant, Mr. Allen, you have a Mr. Fuller, and Mr. Windell, you have a Mr. Garrison and also you have a Mr. Cox.

Q. What year were they put in?—A. These men with the exception of Mr. Brown and Mr. Fuller were put in during the war; now the war work has disappeared and there is not 5 per cent of the war work in the department.

Q. Are those positions classified?—A. Yes, and O.K.'d under the present organization and amalgamation of the department by the Civil Service Commission.

Q. Are these men doing a full day's work?—A. I spent a considerable time in the Militia department, in all the departments—perhaps that is a bad admission to make, but I had to for purposes of my own, and I spent considerable time in the department—

Q. Are you prepared to say these gentlemen are not earning their day's pay?—A. I certainly do not think they are earning their day's pay; I have no fish to fry, as we say.

By the Chairman:

Q. What knowledge have you of the men's work that permits you to make that statement; have you been watching them day by day in the department? —A. I have a knowledge of the work; I was in the department four years.

Q. Are you in the department now?—A. I am not.

Q. Are you coming in close touch with their daily work?—A. Yes, sir.

Q. In what way are you coming in close touch?—A. I have a more particular knowledge of the auditing, because of some private investigations on which I had been retained and which took me into the offices, and have taken me—

By Mr. McBride:

Q. Were you overseas?—A. No. It was not my wish that I was transferred to Ottawa. I enlisted in the Second Mounted Rifles in Hamilton, and I was telegraphed for by the deputy minister of Militia and Defence and brought up for this special work in the department and that is how on this particular war work on the surplus numbers I happen to have a particular knowledge and interest.

By Mr. Lewis:

Q. You say in regard to the Soldier Settlement Board, that there are at the present time 300 too many—when did you make this investigation, because I was speaking to Major Barnett this morning, and I understood from him that at least one-third of the staff had been reduced less than a year ago?—A. Yes, that is so.

Q. When was your investigation made?—A. I was in Canada on mortgage investigations, when I first came to Canada. I came to Canada on farm mortgage investigations for big English holders, and I have often now a certain amount of investigational work to do which brings me in touch with these various—

Mr. CHEVRIER: You have not answered Mr. Lewis' question.

By Mr. Lewis:

Q. When was your investigation made in regard to the Soldier Settlement Board?—A. About November last year.

Q. I understand that during the last four years at least two-thirds of the staff have been eliminated, and that at the present time, considering the field work that has to be done, the staff is not overmanned?—A. Of course, Mr.

Chairman, there is always a difference of opinion. Please do not think that I am praising myself or making out how clever I am; I spent ten years on farm mortgage investigation—

The CHAIRMAN: I would very much appreciate if you would be brief in your answers.

By Mr. Lewis:

Q. The fact that a staff has been reduced one-third within the space of two years shows that there is a cutting process going on, and if that same cutting process goes on—I understand there were nearly 600 eliminated during the last two years, so that it won't take very long before those 300 are eliminated?—A. That is so.

By Mr. Shaw:

Q. How many are in that department?—A. I cannot say now. I am talking from memory; I have not the figures with me.

By the Chairman:

Q. In other words you suggest the Soldier Settlement Board is overmanned, but you admit the process of reducing the staff is going on, and in a short time it will be down to an efficient basis?—A. Yes.

Q. Any other department?—A. The Interior.

Q. What is your suggestion as to the Interior department's overmanning? —A. My suggestion of the Interior overmanning—Dr. Roche is here, and he should know.

Q. Dr. Roche is not the witness?—A. As regards the Interior I had an investigation away back in January and February of this year.

Q. Investigated in January, 1923?—A. Yes, I investigated the department this year in a private—

Q. How did you come to be investigating the Interior department in 1923? —A. I happened to be going through and had work to do.

Q. How long were you working on this investigation?—A. Around about three weeks. Mr. Chairman, I have not papers, I am speaking under difficulty, I am speaking at length, and I am taking considerable chances in giving you this information from memory.

Q. You investigated the Interior department in 1923—A. Yes.

Q. Under whose auspices was that investigated?—A. That was for a private individual.

Q. You investigated the Interior department for a private individual?— A. On an investigation concerning some land which took me in there.

Q. You happened to be in the Interor department looking after something else and in your passing through you investigated the staff?—A. I investigated the staff, investigated the work.

Q. Did your investigation with regard to some land in the Interior department take you into all the branches of the Interior department?—A. It took me into quite a number.

Q. Did it take you into half of them?—A. No.

Q. So that your report would not be 50 per cent valuable?—A. I think it would be more than 50 per cent valuable. If I give you a concrete case—

Q. I cannot admit evidence of that kind. You were not admitted as an investigator in the Interior department, you were only in the Interior department investigating some other things and you had no time in three weeks to thoroughly study the department?—A. I am sorry Mr. Chairman, because I have not these papers before me, and I should not have come to attempt to give this evidence.

Q. It is very important.—A. I will give you a little more information as regards the Interior department.

Mr. LEWIS: I would suggest that if he has papers it would be far better for him to bring them and not give hearsay evidence.

The CHAIRMAN: Far better submit it.

The WITNESS: I am rather glad of that because you will—

By the Chairman:

Q. You have nothing definite to submit regarding the overmanning in the department that you can vouch for accurately to-day, but you can submit a statement to this committee showing cases where you consider there is overmanning in the department?—A. If that is the way you consider it.

Q. Is that the way you consider it?—A. No; I have the exact data, but not with me.

By Mr. Drummond:

Q. Were you appointed by any person, or had you any mandate to make an investigation of any department?—A. No.

Q. You merely made it upon your own private business?—A. Yes, on my own private business.

By Mr. Garland:

Q. In connection with some mortgage company you went into that department?—A. Yes.

Q. I suppose you go in there during office hours?—A. Yes, that is so.

Q. Did you ever think that you were doing something to keep employees from their work as well as anybody else?—A. No, this is more or less official; I did not go to employees that are not supposed to give the information—

Q. You do not get my point; supposing you are working for some mortgage company, and you have payments coming due, to get those payments you go to an employee of the civil service in working hours to do business, is that the point?—A. No; these investigations are in the form of valuing certain land holdings, and it takes me into the department.

By the Chairman:

Q. So far as your investigation of the Interior department is concerned you are giving evidence of a casual observer having business with the department, taking you into the department on your casual visits?—A. Not at all; I have evidence and facts and figures that have been accumulated from even the Civil Service Commission *à propos* of this thing.

Mr. LEWIS: I move that the witness retire until he can bring the data down.

The CHAIRMAN: I think it would be better if the witness did submit his data.

The WITNESS: I am sorry I did not get your notice.

Witness retired.

The CHAIRMAN: The sub-Committee on evidence decided to hear Mr. Saral present a statement for the temporary employees.

Mr. C. W. SARAL, called, sworn and examined.

By the Chairman:

Q. Your position in the civil service is what?—A. Special investigator in the Records branch.

Q. I understand you have a case to submit, or a report to read to the committee dealing with the position of the temporary employees, is that correct? —A. Yes sir.

Q. Will you proceed please?—A. The thing I am going to bring up is somewhat new and I will make it as short as possible.

In appearing before your honourable Committee I would like to preface my remarks by informing you that when the Act was originally in Committee, I appeared on behalf of the temporary servants, was backed up by Mr. Steacy and Mr. Mowatt, and my remarks received a favourable hearing. The minister in charge, however, said it was rather late to introduce amendments which might delay the Bill, as he said that the thing was to get it passed and the principle endorsed. He remarked that of course the Act was not perfect and amendments could be introduced afterwards, as necessity and experience dictated.

I was afterwards received very sympathetically by the Chairman of the Civil Service Commission, who appeared to acknowledge the justice of my contention, but considered the difficulties in carrying it into effect required time and tact.

The Government when it calls for temporary help needs it either for special work—which requires persons of special qualifications—or because the volume of the work necessitates an increase of staff. In any case, temporary servants are employed for the Government's benefit and not for their own, though they are generally treated like tools to be thrown aside when no longer required, or it is suggested that they should be deeply grateful to a kindly Government for allowing them to earn small pay.

If the persons required are those who possess special knowledge or aptitude, they are able—if good business men—to make their own terms, though as a matter of fact, people with special knowledge are seldom good bargainers. If, on the other hand, they are required for the purpose of catching up the arrears of work, they have to take what they can get and live in a state of thankful humility and unfulfilled hope, with the constant fear of dismissal over them.

According to the Civil Service Act of 1918, no essential difference was made between temporary and permanent employees, but in the Amending Act of 1919, temporary employees were only allowed to be remunerated at the minimum rate of their class and were taken on for periods of six months, and subsequent orders in council so far restricted the conditions under which they were employed, that temporary employees are simply tolerated and have no rights.

(*a*) A permanent servant is not necessarily obliged to commence at the minimum salary of his class and is able to rise till he reaches the maximum. A temporary must receive the minimum salary and can never receive an increase.

(*b*) A permanent, seeing a chance of advancement in another department may arrange to be transferred. A temporary may not be transferred, even should his services be required.

In the Act of 1906, section 50, they were allowed to be transferred to other departments.

(*c*) A permanent, so long as he behaves himself is practically assured of continuous employment and his salary enlarges by fluxion of time. A temporary has always the shadow of dismissal hanging over his head and is naturally looking for another job and his utmost endeavours will receive no appreciation.

(*d*) The terms under which permanent servants are employed are governed by Acts of Parliament. The temporaries are subject to the needs and

whims of their department, or the Civil Service Commissioners, and regulations under which they serve change from time to time and there appears to be no definite policy.

(*e*) The permanents have a definite arrangement as to sick leave and holidays. The temporaries, as various illnesses overtake them, lose their pay and often their job.

(*f*) The permanents have several privileges under the Act, such as cheap insurance, etc., none of which the temporary can take advantage of.

At one time temporary civil servants were dismissed summarily, and at another time were given a fortnight's pay and their unexpired leave; at another time a week's pay for each year of service. The latest dismissed were given two months' pay.

There are cases of temporary employees who have passed their Civil Service examinations successfully, but because they have been taken on as temporary employees, remain as such, with all the disabilities, and cannot be taken on permanently, on the grounds that they are temporary employees. Probably if they took their courage in both hands and resigned as temporary servants they could force their way into a permanent position, but on the other hand, they would lose their two months' gratuity and might be for a long time out of a position, which risk they would not care to take if they have families depending upon them. There are cases which seem to be almost a cruelty, in which temporary servants who have given good service are retained long enough to instruct some new permanent who is to get their job.

It may be said if the temporary servants have such a hand-to-mouth and unsatisfactory existence, why do they not bring their case before the Commissioners? The reason is obvious in the nature of things. A temporary servant does not belong to the organized body and has, therefore, no articulate voice. If anyone, smarting under the heel of injustice, does attempt to raise his voice, his friends advise him not to be so foolish as to endanger his own and their positions by bringing down on their unprotected heads the departmental chiefs, the Civil Service Commission and possibly the Civil Service Associations, which are organizations of the permanent servants, and unfortunately the press of Ottawa has no sympathy with the under dog and will not take up its cause.

On behalf of the temporary servants, it is requested:

(1) That the evident intention of the Act of 1918 be adhered to in respect to temporary employees, and that there should be no discrimination between permanent and temporary servants.

(2) That equal pay should be granted for equal services and equal opportunity for increasing of pay, advancement, transfer and other privileges.

(3) That clerks, unless engaged under special contract, temporary servants whose services have been in requisition for more than one year—

this is what I was told to say, not exactly what I approve of in this section: I think one year is too short a time—

and have been found satisfactory should automatically become permanent without examination.

(4) That a Clerical History sheet should be maintained for all employees, setting forth the date of commencement of services, nature of work, amount of pay, showing from time to time increases of responsibility, pay, or transfer, and yearly recommendations as to their efficiency

or reverse, which should be initialled by the servant and be passed on as and when necessary in case of transfer.

(5) That classifications should be according to the nature of the work and re-classification should take place from time to time when necessary.

(6) That departmental promotion be open to temporary as well as permanents, on equal terms. That a Civil Service appointment, whether permanent or temporary should be qualified as an appointment of the Civil Service of Canada, not merely as to a department.

(7) That if taken on the permanent strength of the Civil Service, employees should be entitled to the privileges, such as holidays, sick leave, insurance, superannuation, or any other benefits that may accrue from the date of their first appointment.

(8) That no additional examinations be held until all qualified temporary and permanent servants have been absorbed, as it is contended that there can be no better certificate of merit and character than that shown on the Clerical History sheet above referred to.

(9) Should the above recommendations meet with the approval of Parliament, that they be retrospective within reasonable limits.

It is hoped that your Committee, being aware of the disabilities under which temporary servants are placed, will give it your best consideration and that these will be remedied on your recommendation.

I can bear witness in so far as I am concerned, that I have found the Departmental heads and the Commission most sympathetic but somewhat powerless to remedy the grievances, and expressing these views on behalf of those for whom I appear I do so with the utmost confidence, feeling that beneficial action is sure to follow. That is all, as far as I have instructions to bring before you. You will find appended to this, on the last page what I am alluding to. I have noticed in the papers there has been a lot of talk about merit, but I want to state that the record is a certificate of merit or demerit, as the case might be. The system has been followed out in the army. If a man stands well, he stands in line for promotion, and the credit goes down in the clerical history sheet. That is what has happened in the army.

CLERICAL HISTORY SHEET

The Clerical History sheet above referred to is put forward as the only scheme by which genuine merit can be accurately ascertained. It is not an original idea, though it has never been applied to the Civil Service as a whole. It is, in fact, an adaptation of the Casualty form of the army, which has been in use since the Crimean War, and the success of which has never been questioned. It is applied to the German Civil Service, and I have tried it out with the greatest satisfaction of my various staffs in the Record office. A somewhat similar but more detailed form has been in use by the Separation Allowance and Assigned Pay branch which, however, is confidential, whereas the Clerical History sheet is initialled by the person referred to thereon. With the S.A. & A.P. Mr. Cox tells me, he has found the production of these reports has helped many of his dismissed clerks to obtain excellent positions elsewhere, and it is a great aid in case of transfer, or even in the section in determining the value and best use a clerk can be put to, and above all it promotes satisfaction and allays suspicion. Should the person for whom the sheet is created, consider that he has not been fully credited or his short-comings are too severely enumerated, he can refuse to initial, and the clerical history sheet would be passed on to the arbitrator for his decision.

APPENDIX No. 5

WHITLEY COUNCIL

Much has been said and written as to Whitley councils, but the result of their trial in Great Britain has shown that the expense is out of all proportion to results obtained. Furthermore, the grievances of the civil servants, are not on a par with industrial disputes, which are usually questions relating to the adjustment of relations between labour and capital and between two organized bodies. The grounds for discontent or suspicion in the civil service, are seldom, if ever, collective, but are individual. A servant realizes he has no chance for advancement in his office, owing to the dislike or indifference of his chief. He thinks the nature of his work should entitle him to better pay. He has no outlook for his ability. His reasons may be fanciful or real, but in any case they spoil his enthusiasm for work and are detrimental to both the department and himself.

ARBITRATOR

This could be met by appointing an adjudicator, arbitrator or intervener—a man in whom everyone has confidence for his rectitude, sympathy, knowledge of humanity and business acumen. He should have his office free from either the departments or the Commission. Any servant should have free access to him and he could then decide whether the grievance was fanciful, in which case he should render his decision in writing, or real, in which case he should be able to intervene in the complainant's behalf, without putting a shy or diffident servant to the anxiety and annoyance of fighting for what he is in justice entitled to. This would be cheaper and more efficacious than Whitley councils and better being only within the knowledge of the persons concerned.

PAY BY MERIT

The present system of pay increase does not make for the utilization of ability or ambition. A clerk who is not obviously a waster, gets an annual increase till the maximum of his class be obtained, simply by effluxion of time. Some, however, have increased their value by a great deal more than five dollars in a month, but the only reward they have is the satisfaction of work well done. Would it not be better to grade raises of salary:—

(A) Responsibility.
(B) Reliability and Industry.
(C) Punctuality and Attendance.

and if at the end of say three years a clerk had not won an increase for either of the above three reasons, that his services be dispensed with and if on the other hand he shows markedly increased value, he should be recompensed as and when he earns it.

FALLACY OF EXAMINATIONS

Certain people have developed qualities which benefit them for special functions, and these cannot be definitely ascertained by a set of questions and answers. Real investigation should be made into the qualities and suitability of persons for the positions to be filled. Examinations are useful for the purpose of excluding, but are not absolute evidence of fitness; a view evidently held in some degree by the Commission, or it would not think it necessary to set catch questions.

This is what I have to say on the subject, and I can give you any details you want as to my reasons for coming to these conclusions.

[Mr. Saral.]

The CHAIRMAN: I wish to thank you on behalf of the Committee for giving your report in that form to the members of the Committee. Are there any members of the Committee who wish to ask any questions on this report as submittted?

Mr. CHEVRIER: I would like to study it.

The CHAIRMAN: The Committee will study the report.

The WITNESS: I see that Mr. Jameson said that he was very anxious to see the Appeal Board in operation, and that the person who appeals should be able to put in an appearance. Unfortunately they are unable to do so because there are so many appeals that they could not get through them in time. In the case of our particular office, the man who represented them—naturally he did receive any sympathy on behalf of the change of classification to be made; so there are many things in my suggestion that I think will overcome that. The Act of 1906 allowed sections 42 and 50, practically what we are asking for.

The witness retired.

The Committee adjourned until Monday, May 14th, 1923, at 8 o'clock, p.m.

MONDAY, May 14, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m., Hon. Mr. Marcil in the Chair.

Mr. W. W. CORY, called, sworn and examined.

Mr. RINFRET: Before we hear Mr. Cory, I would like to read a letter which has been received by the Clerk of the Committee regarding some evidence given during the last meeting of the Committee by Mr. Bull. I suppose I may read the letter—I am going to move that it be printed, but that, of course, is subject to the approval of the Committee.—(reads).

"Dear Mr. Howe:—

"I observe in Thursday's daily papers that one, Mr. George Bull, a witness before the Committee on Wednesday afternoon, stated:—'In the Soldier Settlement Board there are about three hundred men we have knowledge of that are surplus to the department's needs.' From the other evidence given and from the fact that Mr. Bull's alleged investigation was made at Ottawa, it would seem that he was referring to our staff in this city.

"That his statement is utterly without foundation may be proved by the mere numbers on our staff. At Head Office in Ottawa, we employ only ninety-seven men. In the whole of Canada, and including the local staffs, for our eleven provincial offices, travelling auditors, and such like, the total number of men employed, including the ninety-seven referred to above, is 371. The only men in our service not included in this number are our agricultural field advisers, who are giving not only agricultural advice for soldier settlers but also for incoming agricultural immigrants.

"In June, 1920, the Board's total staff over the whole of Canada, including stenographers and every other class of employee, was 1,587; to-day our total staff in all offices is 664. As a department we have been very proud of our low administrative cost.

"We have a public investment of nearly $90,000,000.00, which has to be administered. Our ledgers alone contain approximately 23,000 individual accounts. A separate ledger sheet has to be kept covering every class of loan made to any settler, and it, therefore, frequently happens that we are compelled to maintain five or six separate ledger accounts for an individual settler.

"By reason of the terms of the Soldier Settlement Act and the fact that our securities cover not only 23,000 farms, but also 50,000 horses, 90,000 cattle, and thousands of sheep, swine, and farm implements of all kinds, our work is infinitely more complicated than that of a loan company which operates on a straight land basis with a large land margin of security.

"The ordinary large loan company in Canada spends on administration cost from one to one and one-third per cent on its capital investment. Leaving out the special temporary agricultural supervision service, our accounting, collection, and general administrative cost, including salaries, travelling expenses, printing, stationery, etc., is only four-fifths of one per cent, and is, therefore, less than the cost percentage of an ordinary loan company.

"Our male employees are practically all (some 98 per cent) returned soldiers, of whom 30 per cent are, or were, pension cases. In fairness to them we feel that the true facts should be brought before the Committee, rather than the absurd statement made by Mr. Bull. I would appreciate it, therefore, if you would bring this letter to the attention of the Chairman and the Committee.

Yours faithfully,

(Sgd.) JOHN BARNETT,

Chairman."

I would move that we print this letter in the evidence.

(Motion agreed to).

By the Acting Chairman:

Q. What is your full name, Mr. Cory?—A. William Wallace Cory.

Q. Your position in the Service?—A. Deputy minister of the Interior.

By Mr. Chevrier:

Q. Have you a statement prepared, Mr. Cory?—A. No.

Q. How long have you been deputy minister of the Interior?—A. Since the first of January, 1905.

Q. In order to come right down to business, I note that you are one of the deputy ministers who signed the deputy ministers' report.—A. Yes.

Q. It is dated 4th December, 1922.—A. Yes, sir.

Q. Do you, at this date, still concur in the statements made in that report? —A. I do.

Q. Now, on page 84 of the printed evidence of this Committee, there is a list of classes of positions recommended for exemption from the operation of the Civil Service Act by the various departments, and on page 85 the Department of the Interior has a number of recommendations. Are you aware of these?—A. Yes, I remember them.

Q. Did you have anything to do with the making up of this list?—A. It was made up under my supervision.

Q. Let us take it up in this way. I note there are labouring positions and what I might call probably technical, professional, or administrative positions. Let us take up the labouring positions first. What were your reasons in recommending that these labouring positions be exempted from the operation of the

Act?—A. Well, the great difficulty was in getting them. For instance, labouring positions are positions that you pick a man up to-day, and he probably leaves you next week. We had to apply to the Civil Service Commission, formerly, for their ratification; we had the right of putting them on, but before we could pay them we had to have the certificate of the Civil Service Commission. In many cases, men were out of our employ and we had taken others on in their places, teamsters and that sort of thing.

By Mr. Garland:

Q. On certain work?—A. Yes, ordinary labour such as teamsters.

Q. Most of these people are out on surveys?—A. Yes, and out in our Parks branch, driving teams and building roads.

Q. There are others such as administrative, professional, technical, or positions altogether of a special nature. Why would you recommend that these be taken away from the operation of the Act?—A. Because we were under the impression that we could get better men and get them quicker ourselves than through the Civil Service Commission.

Q. As I gather, you would be in favour of exempting all positions of a labouring kind?—A. I think most of them have already been exempted.

Q. Would it be fair to put it this way, that you would be in favour of exempting, or how would you agree with this principle, exempt all positions that are not susceptible of a competitive examination?—A. Yes.

Q. In the labouring classes. I mean, I want it put this way; all positions that are not susceptible of a competitive examination, would you exempt them from the operation of the Act whether the labouring positions or technical positions, when they are not susceptible of competitive examination, if such can be?—A. I do not quite get it how any position could not be susceptible to an examination of some kind.

Q. The word was, "competitive" examination.—A. I do not think all the appointments now are made by competitive examination.

Q. What I mean is this, the Act says that all positions must be filled by competitive examination.—A. Yes.

Q. Then it was hard to define what an examination was. Any test written or oral was a competitive examination; that is what they say; but I do not agree with that, and I want to see if you agree with me in this way, that all appointments to the service should be by competitive examination, meaning by "competitive examination", competitive examination?—A. Either written or oral?

Q. No, a proper written examination; do not let us juggle with the meaning of an examination.—A. No.

Q. That would take away from the operation of the Act such positions as charwoman, which under the Act are susceptible of competitive examination, either written or oral?—A. Yes.

Q. Asking her, for instance, what kind of water she should use, and what kind of soap would be best; that would be a competitive examination under that term?—A. Yes, I suppose so, but I would not count very much on an examination of a charwoman, I would rather look at the size of her arms.

By Mr. Rinfret:

Q. That is as to physical fitness?—A. Yes; it is very much the same with a labourer.

By Mr. Chevrier:

Q. These positions here, you would exempt the labouring positions?—A. Yes.

APPENDIX No. 5

Q. Then the technical positions, or administrative positions, why would you exempt these?—A. Technical positions—there are different technical men. Take an engineer, for instance. I fancy that an engineer who is head of a technical branch—all of these men are members of the Engineering Associations, and he would probably know the kind of man he wanted for his particular work. He is responsible for that work, and we have always found that when we leave it to the men to make their own selections, we were able to get competent men, men who suited the man employing them, and possibly for less money than we have to pay to-day.

Q. You would exempt the labouring positions, you would exempt the technical or administrative positions; what about the clerical positions?—A. I think they are proper for the Civil Service Commission to handle.

Q. What would you do in the case of promotions?—A. What I would do, I think promotions should remain in the hands of the department. I do not think there is anyone outside the department who knows the qualifications for promotion like the man who is in charge of the work which the man who is to be promoted is doing.

Q. Under the present system, have you anything to do with promotions?—A. No. We have a rating sheet which is sent down, which is supposed to have a value of 50 per cent. No man gets full marks on a rating sheet. I never had any use for it, because I think it is only camouflage. The Civil Service Commission—where they get their information I do not know—they also fill in a rating sheet which also has a value of 50 per cent. The man that is rated highest by the department does not necessarily get the position. They can rate on their own sheet; they can rate our man down, and a man who is underrated by us can be rated up and get the promotion.

Q. Has that happened?—A. I think it has. Anyway, if it has not happened it is quite possible for it to happen.

By Mr. Rinfret:

Q. Before leaving the appointments, I note that amongst the classes of positions that you recommend for exemption, there are positions which you say require extended experience. That is a rather broad statement. Would that mean in the inside as well as the outside service?—A. Yes, in both.

Q. That would mean that practically outside of the mere clerical positions you would recommend the exemption of all positions of a special character?—A. I think I fixed it by a salary range, that all who were appointed to the service with $2,400 or more should be exempted.

Q. I am afraid there is a mistake in the printing there; that line under it is supposed to explain the line on which I based my question.—A. Yes.

By Mr. Lewis:

Q. Who would you say should appoint the technical positions? You simply said that an engineer, for instance, should choose his own man, but who would appoint the man in the first place?—A. I should say, who would appoint him in the last place.

Q. The engineer you were speaking of.—A. He should be appointed by order in council.

Q. I do not mean the deputy head; you spoke about the head of a department, like an engineer.—A. The engineer would simply make his report to me, and I would pass that on to the minister, and upon that an order in council would be passed appointing the man.

Q. Who would appoint the engineer at the head of the department, under you?—A. He may have got his position by promotion. He is not necessarily appointed at the head of the branch.

Q. Then the heads of the particular departments should have the authority over the technical positions under them?—A. I think so. How can it be otherwise?

Q. At the present time, I understand people outside of the Civil Service Commission are the examiners?—A. Yes, but I took your statement to refer to a man after he had been appointed. The head of the branch has jurisdiction over everybody in his branch.

Q. Suppose he has very few technical positions under him?—A. In a technical branch, most of the officials are technical. Take the branch of the surveyor general, he has his branch all broken up into certain divisions, and he has a man at the head of each division.

Q. He is not appointed there in the first place?—A. No.

Q. You say he should be?—A. No, I do not. When a vacancy occurs, he might select a man he thinks suitable, but he could not appoint him.

Q. But he is the man who should select him?—A. He is the man who should select him.

Q. And under the Civil Service Commission?—A. I am not finding fault; we were talking about a principle, and a method of appointment. In my opinion that is the way we would get the best result.

By Mr. Garland:

Q. Mr. Cory, in getting these appointments of labourers, and technical men, do you apply to a patronage committee for them?—A. No, I never applied to a patronage committee in my life.

Q. In other words, the deputy is running the whole department?—A. He ought to, but he is not now.

Q. You would prefer that he should?—A. I do not know how you are going to do it otherwise.

By Mr. Lewis:

Q. In regard to your department, you have been in it since 1905?—A. I have been in it since 1901.

Q. Since 1905 as deputy head?—A. Yes.

Q. Has the service grown since that time to its present dimensions?—A. Yes.

Q. I understand that from the years 1910 to 1914 there were a great many homesteads and pre-emptions and sales of work took place?—A. Yes.

Q. At the present time there is very little of that?—A. Yes

Q. A statement was made here some days ago that your department was overmanned?—A. Yes. I understand such a statement was made.

Q. In view of the fact that there are very few homesteads, and practically no pre-emptions, and no sales of work going on, is that statement substantially correct?—A. No, that is not the only thing the Department of the Interior handles, by a long way.

Q. It used to constitute a very important part of its work?—A. Yes, and it does yet. The homesteads and the pre-emptions were not by any manner of means the large proportion—they were a large proportion, but not the majority of the activities.

Q. It was a large proportion of the outside work?—A. Yes, of the outside service. Still we had our grazing, or national parks, we had our forests and our timber and all the rest of it, the coal and other minerals.

Q. Is it not a fact that as far as the salary question is concerned, it is almost double to-day what it was, say, nine years ago?—A. Yes, I would say it is almost double what it was, less than that.

By Mr. Chevrier:

Q. That is, the pay-roll, not the individual salaries?—A. Yes.

By Mr. Lewis:

Q. That is what I mean. Does that mean that you have almost doubled the staff?—A. No.

Q. It means increases in wages, to a large extent?—A. Yes.

By Mr. Rinfret:

Q. I wanted to put a few questions about dismissals. They are not pertinent to your department especially, but I believe you can give me the information. What is the present status of a deputy minister as regards dismissals? I understand that when the Civil Service Commission sends you a man, you have the right to dismiss him right away?—A. We have the right of rejection within six months.

Q. Any day within six months?—A. Any day within six months.

Q. What takes place after that period?—A. Then, if it is desired, it can be extended for a further period of six months.

Q. Would you apply to the Commission?—A. No, we report to the Commission that the man is not satisfactory.

Q. That means after six months you have to apply to the Commission for his dismissal?—A. We can dismiss him for cause.

Q. What would be the causes? That must be foreseen in the law?—A. Yes; we can dismiss a man by order in council.

By Mr. Lewis:

Q. For inefficiency?—A. I suppose we can for inefficiency, we can for almost any cause.

By Mr. Rinfret:

Q. Is it stipulated in the law that certain cases will come under you for dismissal, and other cases under the Commission?—A. I do not think so.

Q. Then who is to judge as to the dismissals?—A. Are you asking in a general way, or about these people who have been appointed who may be rejected within six months?

Q. I understand that within six months you have the right, the clear right to dismiss any employee?—A. We have the right—

Q. In that period of six months?—A. We have not the absolute right of dismissal; we report to the Civil Service Commission that the man or woman is not satisfactory for the position to which they have been appointed. In one case which I have in mind, it went over a year or almost two years before the person was finally let out. The question arose then, "We want you to specify your reasons as to why this person is not satisfactory."

Q. That is exactly what puzzles me. The process seems to be the same within a period of six months or after.—A. No, I do not think it is just the same afterwards.

By Mr. Chevrier:

Q. Within six months you can dismiss him without giving reasons?—A. No, the Civil Service Commission does not need to take my word for it.

Q. You simply turn him back?—A. I simply turn him back to the Commission, or attempt to do so. The Commission may say to me, "We want your reasons." A person who may not be satisfactory in one department, the Commission has the right to assign him to some duty which he can fill.

By Mr. Rinfret:

Q. Within six months?—A. Yes.

Q. But after that period you must have different reasons?—A. No, we can dismiss them for the same reason if we want to.

By Mr. Shaw:

Q. But in a different way?—A. By order in council.

By Mr. Rinfret:

Q. Within the six months, you merely report to the Commission, and they have to accept your report?—A. No.

Q. What is the difference, then? I have been looking for that day after day.

By Mr. Shaw:

Q. Is this not the difference, the man is on probation for six months, and he may be rejected by the deputy head. After the six months, he can only be discharged for cause by order in council?—A. Because he is a permanent official then.

By Mr. Rinfret:

Q. Would not the only difference lie in the fact that after that period you reject by order in council, while before that you do it on your own authority? —A. Yes.

Q. But in both cases it must be reported to the Commission?—A. Yes.

Q. And they may ask for your reasons. Does that apply to the outside service also?—A. It applies to all services.

Q. Inside and outside?—A. There is no outside service now.

Q. It comes to this, that practically you cannot dismiss a man without reporting it to the Civil Service Commission?—A. All changes in our personnel must be reported to the Civil Service Commission.

Q. What would happen if the Civil Service Commission were not satisfied that the man should be dismissed?—A. I do not know.

Q. Would they send him back?—A. They cannot, they have no power to send him back once we have dismissed him. The controversy with the Commission arises during the six-months' period.

Q. I am sorry I have to insist, but I would like to make this clear, and I think it is the first time it has been cleared up. After the probation period, if you dismiss a man, you have to do it by order in council?—A. Yes.

Q. And then the Civil Service Commission may not accept that?—A. I think they have to accept it.

Q. Then is it in your power to dismiss him at any time?—A. After he is appointed it is.

By Mr. Chevrier:

Q. Supposing we put it in this way, Mr. Cory: subsection 1 provides that subject to the provisions of section 3 of this Act nothing herein contained shall impair the power of the Governor in Council to remove or dismiss any deputy head, officer, clerk or employee, but no such deputy head, officer, clerk or employee, etc., whose appointment is of a permanent nature shall be removed except by authority of an order in council. Now before that six months expires you can report to the Civil Service Commission that the man they have sent you does not suit you, and they then can put him on a list of eligibles for your, or some other department?—A. Yes.

Q. Can they also ask you the reason why you don't want him?—A. Yes.

Q. And under section 13 of the same Act the deputy head may at any time before the expiration of six months, reject any person assigned to a position under his control, and the cause of rejection shall be reported by the deputy

head to the Commission. Then under subsection 2, it is provided that where a person is rejected within the six months the Commission shall thereupon select another person to take the place of the one rejected. That means that during the period of six months, if you reject a man, the Commission shall not hand him back to you, they have got to select another person to take the place of the one you have rejected?—A. Well I had a long controversy with the Commission over that very point.

Q. That is the law as it stands, but it may be subject to various interpretations.—A. Yes, that is the law as it stands.

Q. You say that on this point after you have rejected a man?—A. Well, it was a woman.

Q. The Commission I suppose said they still had the right to refuse to take the clerk away from you?—A. Yes.

By Mr. Shaw:

Q. What happened then?—A. After about a year and a half, her time had expired and she dropped by effluxion of time. We had that one case, and where there is one there is always a probability of another.

By Mr. Lewis:

Q. One is not much in a great department like yours?—A. There was no necessity of having one. The case was perfectly clear on the evidence.

By Mr. Chevrier:

Q. Then you continued this argument. That was in the probationary period?—A. Yes.

Q. After the extended six months' period has elapsed that person becomes a permanent employee?—A. Yes.

Q. Then subsection 1 of section 28 came into effect. After the expiration of the six months or the extended six months' period and the employee has become permanent, if you want to reject, you may report to the Civil Service Commission about it, but at all events the party can only be dismissed by the authority of the Governor in Council. Now then in this second class, or this second category, has it occurred that when you had recommended for dismissal and reported to the Commission, the Commission refused to dismiss this employee and that the same controversy has occurred as you mention?—A. No, I don't recollect any case of that kind.

Q. What have you to say about the present authority of the deputy minister with refernce to promotions, dismissals, transfers, sick leave and statutory increases?—A. As far as statutory increases are concerned, I don't think there is very much difficulty about that as it is now although I don't see any necessity for having it pass through the hands of the Commission; that is a simple matter. But the matter of promotions I think is very essential; I think that is one of the most important questions on which there is a controversy, because if the head of a branch or department cannot reward merit and efficiency, then I don't know how you are going to carry on our business.

Q. Now taking up the various Acts, the Act of 1918 as compared with the Act of 1908, you will correct me if I am wrong, but to my mind one of the characteristics of the present Act is that it has taken away a considerable amount of the authority of the deputy minister. For instance that scope of the authority that was covered in the Act of 1908 by sections 15 to 21—do you think that was an improvement?—A. No, not in my opinion.

Q. Why not?—A. For the reasons I have already stated. I consider that if the deputy minister has no concern over the promotion or transfer or leave of absence of an official, then the official has not very much to be responsible for to the deputy minister.

Q. Under this present system, in which you say that the authority of the deputy minister has been curtailed, has it improved the service or has it had a contrary effect?—A. I don't know; in certain cases in our department, I think it has been a hurt; it has been harmful to the service.

Q. We are here to investigate into the working of the Civil Service Commission. Have you any suggestions to offer whether there are any defects to be cured or any recommendations that you would like to make?—A. I have not changed my opinion from the time I appeared before the last Commission, and that is that I think the Civil Service Commission have had too many duties and too much responsibility thrust upon them with respct to the civil service of Canada. The civil service of England is considered to be a fairly good one. It has been in operation since the 21st May, 1855, and all the Civil Service Commission in England deals with is all done under order in council; they have never been established by Act of Parliament. They deal with the appointments to the second and third divisions of the civil service. At the time I saw their regulations, the maximum salary that was placed in competition was £175 and that is not a very munificent salary. All appointments over and above that were made by the Treasury or by the minister whose dpartment was affectd. Even in those that were appointed they had the professional, technical, and those whose qualifications were otherwise peculiar, excepted; those were also appointd by the minister; then when it came to the matter of promotions, the promotions were made and all the Civil Service Commission did was to certify that the person named for promotion was qualified to take the promotion that he was slated for.

Q. If you consider that there are defects in the present law, have you any recommendations to make to cure those defects?—A. The recommendations I stand behind are in the report of the deputy ministers.

By Mr. Shaw:

Q. That report is published?—A. Yes.

Mr. RINFRET: It is in Number 19 proceedings.

By Mr. Lewis:

Q. In regard to the statutory increases they take place automatically?—A. Yes.

Q. There is nothing in regard to efficiency in that?—A. No, excepting that they pass through the hands of the Civil Service Commission, for what reason I do not know, because I assume that when a name is sent in as being entitled to his annual increase, it is not going to be reversed by the Commission.

Q. Do you know anything about the effect upon any other department?—A. No, I concern myself only with the Department of the Interior. I have not discussed the matter with any deputy minister.

Q. There was one case in particular as to which you had difficulty and you say it was quite clear as far as you were concerned?—A. Yes.

Q. Was that case well known to the Commission?—A. I have not any doubt that it was. It ought to be well known to the Commission.

Q. Correspondence took place in regard to it?—A. A very considerable amount of correspondence, yes.

Q. The Commission would have no difficulty in recognizing the case?—A. None whatever. I understand the person appointed had already been in the service of the Civil Service Commission before being assigned to us, so they ought to know fairly well the sort of physical condition the woman was in.

Q. There would be no necessity for the name then at the present time?—A. If you want the name I will give it to you.

By Mr. Shaw:

Q. As long as Dr. Roche knows the case?—A. I am sure Dr. Roche knows the case.

By Mr. Lewis:

Q. I cannot identify the person.—A. Sarah Payne.

By Mr. Shaw:

Q. A few questions, Mr. Cory. Are you in favour of the merit principle?—A. What is the merit principle?

Q. I want to ask you what you think it is?—A. I am in favour of merit, yes.

Q. And I suppose you mean by that as long as the deputy minister has the right to say or to determine the merit of the particular individual, generally speaking, except with regard to these limited clerical cases you speak of?—A. Yes, I think probably the deputy minister has as good an opinion on the merit of a person as any one else. He ought to have at least.

Q. How many employes are there in your own department?—A. You mean inside and outside, and seasonal?

Q. There is no inside and outside service now is there?—A. I mean at Ottawa and outside of Ottawa. 3,220 men.

Q. How many of those would be in Ottawa?

By Mr. Chevrier:

Q. Yours is one of the largest departments, Mr. Cory?—A. Yes, I think so. At Ottawa there are 1,241. Outside of Ottawa 694. That is permanent. The temporaries at Ottawa are 83, outside of Ottawa 138, or 231 temporary, the seasonal, parks, forests, topographical and geodetic surveys and so on, 1,063. A total of 3,219.

By Mr. Shaw:

Q. Can you tell me how many there were in 1911?—A. Yes. For the fiscal year 1910-11 there were 1,163. There were no seasonal employees then. We did not keep track of them because they were simply on and off.

Q. Have you included in the figures you gave first for 1922-23, the number of seasonal employees?—A. Yes, there are 1,063 seasonal. You take that off the other and there are 2,156.

Q. Now tell me about the employees in 1911. Can you distribute them in and out of Ottawa?—A. They were not in the same way. There were, Civil Government, those were permanent, 637, all at Ottawa. Temporary war appropriation—

Q. There would not be any war appropriation in 1911?—A. No. These were the figures for 1917. Civil Government, 27; temporaries, Dominion lands outside service 349; those are outside of Ottawa; protection of timber, 38 at Ottawa; Reindeer herders, 12 outside of Ottawa; National parks 25 at Ottawa; Water powers investigation there were at Ottawa 3; Printers in Ottawa, 11; Ordnance lands, at Ottawa 5, and outside school lands 3; Dominion Observatory 26 and Dominion Observatory Yukon Territory, 27. That totals up to 1,163.

Q. How many branches are there in your department to-day?—A. We have been amalgamating now. We had 21. They have been amalgamated and now we have 15.

Q. When did the amalgamation take place?—A. Within the last two years.

Q. How many branches did you have in 1911?—A. I have not that figure.

Q. Can you tell me the names of your various branches to-day Mr. Cory?—A. There is the Topographical service, the Forestry, National Parks, Dominion

Lands, School lands, Water powers, Dominion Observatory, Geodetic Survey, International boundaries, Mining, Mining lands, Timber and grazing, Yukon, Northwest Territories, Ordnance lands. It is rather hard to just remember them all, without referring to the list.

Q. Can you tell me whether or not, Mr. Cory, there is any overlapping in the branches of your department?—A. There has been. We have been trying to eliminate that as much as possible.

Q. Is there any now?—A. I have no doubt there may be a little, but very little.

Q. There was not any at the time you gave your evidence in 1921?—A. I don't think I was asked that question.

Q. You were not asked that question at that time?—A. No.

Q. I suppose if there is any overlapping there is probably over-manning as well?—A. Not necessarily.

Q. You might have one without the other, but in any event you do not recall being asked that particular question as to whether there was any overlapping in 1921?—A. I don't recall it. I would not be quite positive that it was not asked, but I don't think it was.

Q. Take your Dominion Lands branch; are there any subdivisions of that department? For instance, you have a Lands Patents branch, School Lands and Mining lands; are they separate departments?—A. They are separate branches in the department, but not separate departments.

Q. Then you have British Columbia Lands?—A. Yes.

Q. Then timber and grazing lands?—A. Yes.

Q. And you have Ordnance lands?—A. Yes.

Q. Railway lands?—A. No, there was a branch in charge of railway lands, but it has practically gone out of business. There are a few townsites and lots left, and that is about all the railway lands.

Q. Then there is a peculiar branch, Admiralty lands?—A. That is Ordnance and Admiralty lands; they are the same.

Q, How many different branches in your department have you dealing with lands?—A. You have named them I think. Then we have the topographical; they don't deal in lands, but they deal with lands.

Q. That is a survey?—A. Yes.

Q. Then let us take the survey branches. You have mentioned a geodetic survey?—A. Yes.

Q. Then you have also a topographical survey?—A. Yes.

Q. What was the other one you mentioned?—A. The International boundary.

Q. Are these all separate branches?—A. They were, but they are under one head now.

Q. Have you any other survey forces except these particular ones?—A. Not survey forces, we have engineering forces.

Q. Do you include under the topographical survey these gentlemen who go up and measure mountain peaks and take photographs?—A. Yes, that is topographical surveying I understand.

Q. Do you know of any other department in which surveying of this character is carried on?—A. Yes, there is topographical surveying carried on by the Mines department, the Geological, and I think the department of Defence, it used to be the Militia department.

Q. So your department is carrying on a topographical survey and the Militia department also?—A. Yes.

Q. And you say the Mines?—A. Yes, the Mines department.

Q. What would be the distinction in the duties of these various departments?—A. I don't know anything about what the jurisdictions of the other departments are. I do not know what they do or why they do it.

Q. I would imagine that probably you could assist me. Would it not be so that a topographical survey carried on for the purposes of your department would be perhaps entirely sufficient for militia purposes?—A. I have been of that opinion, but I have not been able to bring it about.

Q. Have you tried?—A. I have.

Q. What is the reason you have not succeeded in that?—A. I find that the Militia man wants to do work in his own way.

By Mr. Chevrier:

Q. Is not that the proper way to do?—A. I think it should be done just as well by one department.

Q. You mean that the man in your department who would do the topographical survey to get the layout of the land would be the proper man to estimate the location of the various strategical points that the Militia man might indicate?—A. Yes, he has the same ability as the other man.

Q. But I have seen the militia maps?—A. They are more minute than ours of course; we are not attempting to do that kind of survey, but we could do it if we had to do it. The suggestion was simply an amalgamation and let this military man come into the one organization and do the work in his own way, if he wanted to do it; it would be some economy.

By Mr. Shaw:

Q. For your purpose it would be quite satisfactory if the work was undertaken by the Militia man?—A. Yes, any special feature they wanted to do they would have their own man to do it.

Q. Were you prepared to allow your own part of this work to be given to the Militia department?—A. No, because we do not want the tail to wag the dog. We have a very large topographical branch; we had as many as sixty-five and seventy field parties out when we had more money.

Q. I heard it suggested in the House the other night that by the time this topographical survey gets completed it probably won't be very much use to anybody, because the whole countryside would have changed?—A. That would not affect our survey, because ours is simply subdivisional.

Q. Are there any other branches in your department which in any sense can be said to overlap with any other branches of any other department to your knowledge?—A. There is the Water powers branch whose services are carried on by the Marine department. That possibly might be carried on under one organization. I am not sure about that, because I have never given that any study.

Q. There may be some possibility there of overlapping; is there any other branch of your department at all which would overlap with some other department that you know of?—A. I cannot just at the moment think of any.

Q. Is the explosives division under your department?—A. No, that is the Mines department.

Q. You are not the deputy minister of Mines?—A. No.

Q. Can you give me an idea as to whether or not you have got along satisfactorily with the Civil Service Commission during the time it has been in operation generally speaking?—A. We always try to get along.

Q. You have made every endeavour to co-operate with them?—A. I fancy I have. I have not taken everything that has been put up to me by the Civil Service Commission.

Q. Have you made an effort to co-operate with them?—A. I don't think the Civil Service Commission has any complaints against us in the matter of co-operation.

Q. Have there been very many cases in which there have been any dispute either with regard to appointments or promotions?—A. There have been a number of cases; I don't know just how many.

Q. How many would you say in the last three years, we will say since the Spinney investigation?—A. I could not give you that because I do not deal with those things; they come to Mr. Gibson. If you want information of that kind Mr. Gibson can give you that.

Q. You hear about them?—A. I hear about some of them, but I do not carry them, I do not mark them down, I do not keep any record of them.

Q. Would there be a dozen altogether?—A. I would not make any statement of that.

Q. How many promotions and appointments would there be in your department in a year?—A. Appointments and promotions?

Q. Yes, give me an idea how many each year?—A. For the last three years ending the 31st March, 1923, the separations have been:

Deaths	37
Resignations	486
Transfers	18
Dismissals	10
Retired	55
Services dispensed with	152
Total separations	758

That is equal to about 11·6 of our staff. Total number of appointments made (exclusive of seasonal employees) during three years ending March 31st, 1923, is 902.

Q. I gather from the report which you as one of the deputy ministers made, that you are not in favour of the introduction of the Whitley council scheme?—A. I was not at first.

Q. Have you changed your mind about it?—A. It depends on the kind of a council. First of all I thought it would probably create the same disturbance in the department as the introduction of the Civil Service reclassification, that is every man then got busy to see how he was going to get a fairly good classification. The result is for two or three years, or three or four years, we were not getting very much satisfaction.

Q. The Whitley council, as generally understood, is an advisory body representing the staff and representing the employees?—A. I would not be adverse in connection with promotions. On appointments I am not prepared to take the advice of the Council, because the employees who are in the service are not particularly interested in the man who is coming in; but so far as a council in the department which would meet say once a month or when occasion required for the purpose of discussing promotions in the department I cannot see any objection to that.

Q. It has been suggested here that a council with advisory powers only might be appointed; one of their duties would be to look over the rating and let their submissions go to the Civil Service Commission along with the recommendation of the deputy minister?—A. The Whitley council would be formed how—a council in each department or how?

Q. I don't think anybody has worked it out exactly but there would necessarily be one in the Interior department; by the way—we will assume for the sake of discussion there would be?—A. In an advisory capacity, I cannot see any harm that a council of that kind would do in the department, supposing it was not open to everyone in the department to run to it any time over any little complaint they might have.

Q. Would it be helpful?—A. It might be helpful.

Q. Are you doubtful about that?—A. I am not positive because I have never seen one tried; I am quite willing to try it.

By the Acting Chairman:

Q. Does this system of a Whitley council exist in the British Civil Service? —A. I don't know, I am not sure.

Mr. SHAW: Yes, there is no question about that.

By Mr. Shaw:

Q. You do not know about the operation of the Whitley Council in the British Civil Service?—A. No.

Q. You have endeavoured to compare the English Civil Service with the Civil Service in Canada?—A. So far as appointments are concerned, yes.

Q. Are you familiar with the service there?—A. No.

Q. I presume you are not familiar with the conditions which exist there?— A. No. I do not suppose there can be a great deal of difference in a clerical position in the English Civil Service and a clerical position in Ottawa in the service.

Q. There may be a difference, may there not, in the number of appointments made; in the English Civil Service it is not as changing a service as this here? —A. That may be true.

Q. It is more stabilized?—A. Yes.

Q. Is it not true also that they have got back of them fifty years of experience?—A. Yes.

Q. Whereas we have not got it?—A. Have we not got fifty years of experience back of our civil service in Canada?

Q. Not that I know of—I mean as a Civil Service Commission?—A. Oh well, yes; I am not talking of the Civil Service Commission, but of the civil service.

Q. You probably are aware that in England all the services which are not under the express jurisdiction of the Civil Service Commission are nevertheless and notwithstanding that fact not subject to patronage?—A. I don't know what you mean by patronage.

Q. You are not acquainted with patronage at all, you have not any idea what is meant by the term?—A. I do, because it is being exercised all the time.

Q. You are not aware what the situation is in regard to that?—A. No.

Q. I want to ask you this question, how do you get around the Civil Service Act?—A. I do not try.

Q. You are quite sure about that?—A. Quite.

Q. If you appoint a man to your department must you give notice to the Civil Service Commission?—A. We ask for an appointment.

Q. Supposing you want a temporary employee?—A. There are certain regulations in the department under which we can put a temporary employee on away from Ottawa for thirty days; outside of Canada, for ninety days.

Q. Are you called upon to notify the Civil Service Commission of the appointment of such a man for a temporary purpose for thirty days?—A. At the end of thirty days we report.

Q. Do you report in every case?—A. I do not keep track of that end of the situation.

Q. Who in your department can tell us?—A. Mr. Gibson can tell you.

Mr. SHAW: Because I know a case in which it is perfectly clear to my mind that it has not been reported.

Mr. CHEVRIER: Will Mr. Shaw give the name?

Mr. SHAW: I will give the name to Mr. Cory so that he can investigate it.

WITNESS: If you give me the name I will look into it.

By Mr. Shaw:

Q. As a matter of fact he has been employed from the month of May to the month of November last?—A. In what capacity?

Q. In the Grazings branch?—A. You refer to Mr. Albert Helmer?

Q. Yes. I may say for your information that I wrote a letter to the Civil Service Commission about the matter, and they have no report of it?—A. It may be quite true.

Q. What is the explanation of it?—A. I don't know the explanation at the moment, but all I know is Mr. Albert Helmer was doing certain work for the Grazings branch of the department, and I think he was a very capable man.

Q. I think so too. All I am interested in is as to how they got around the Civil Service Act, providing his appointment has not been reported to the Civil Service Commission?—A. I think as a matter of fact we were considering his re-employment, and the matter is before the Civil Service Commission now.

Q. Surely, if my suggestion is right, that the man was employed for a period of over thirty days how can you explain the fact that no notice had been given to the Civil Service Commission—however, you can look it up some time?—A. Yes.

By Mr. Chevrier:

Q. Is not the probationary period six to twelve months?—A. That is a temporary appointment, or an appointment by the Commission; it may be six months. But this gentleman was not appointed by the Commission; this was a temporary appointment. I suppose he was probably put on for thirty days and he did not get through or there was another thing arose and he was probably appointed for another thirty days.

Q. Cannot he be put on for ninety days?—A. In Canada only thirty days.

By Mr. Rinfret:

Q. How long has he been in the department?—A. He was in the department for quite a number of years prior to 1911, and then he left the service. He was in the same business and had an extended experience over the foot hills of the Rocky Mountains where we subsequently formed a forest reserve, and the farmers—there is a certain conflict between the farmers and the ranchers as to their right to graze in the forest reserve, and it was considered on representations made by the people, both by the ranchers and others that Mr. Helmer was a particularly suitable person to try and adjust the difficulties. We have put him out there for probably thirty days, thinking he could do it in thirty days, and he was not able to complete it.

By Mr. Chevrier:

Q. Do you know of anybody available on the Civil Service list that could have filled the position?—A. I don't think there is anybody in Alberta that could have filled it as well as Albert Helmer, and that was the reason for his appointment.

By Mr. Shaw:

Q. Are there any other similar cases to that?—A. If there is I do not know anything about it.

Q. I notice that a gentleman here named Mr. Deville gave evidence in 1921 apparently the Surveyor-General—is that under your department?—A. Yes, he is still there.

Q. You are probably aware that he thought technical men should be appointed by the Commission?—A. Yes, he probably expressed that opinion, although I have heard him express contrary opinions.

Q. It is possibly the mood he was in?—A. Possibly; if he said that, it stands. I know he shed bitter tears when he found the Civil Service Commission were going to throw open all the appointments of the Dominon Land Surveyors, some of whom had been in his service for twenty years, and put in new men possibly untried.

Q. Did they put in new men?—A. No, they did not because they did what we did not want done; they brought in the whole service into the permanent service.

Q. The Civil Service Commission did that?—A. They would not issue them a certificate and allow them to go out in the field, and we had to bring them in.

By Mr. Chevrier:

Q. In order to save your men you had to get around it in that way?—A. We had to let the Commission bring them into the Civil Service.

Q. What would have been the effect if you had not been able to do that? —A. His advice to me was he could not carry on.

Q. That was the result of the law, purely and simply?—A. Yes.

Q. And if that law had been changed it would have been no reflection upon the Commissioners in any way, but it would have been an improvement in the working out of that law?—A. The Civil Service Commission I have no doubt did exactly what they thought they were compelled to do by the law.

Q. It was imperative at that time that it should have been changed in order to save the service?—A. That was the Surveyor-General's advice.

Q. Did that entail any cost in the administration?—A. Very considerable cost. We had to bring men to Ottawa who had established homes in the west for ten years, some in Calgary, some in Edmonton; we had to pay their removal expenses down here, and they are the only class of people so far as I know in the permanent service who are on daily pay. These chiefs of the party were brought in at $9 a day, and are paid that to-day, for 360 days in the year, where we need them only about half that time; the assistants are drawing $7 a day.

Q. That is purely and simply the working out of the law?—A. Yes; I do not blame the Civil Service Commission for it, but that is the result of it; I do not blame the Civil Service Commission for anything; the Civil Service Commission are operating under a law that I think makes it almost impossible for them to succeed—

By Mr. Shaw:

Q. You have a great deal of the labouring classes so called employed in your department?—A. Yes, just during the summer season.

Q. It is not possible to have any of these people fill any other positions? —A. No, you cannot have a man who is shovelling gravel do anything else.

Q. He could not be called a labourer?—A. You could not make a carpenter out of him.

Q. And fill a clerical position?—A No, not if he is a labourer.

Q. He might be classified as such and fill some other position?—A. That may be, I don't know.

Q. I was wanting to get just in what way, if any, your department seek to get around the Act. They find difficulties in working out the provisions of the Civil Service Act?—A. Yes.

Q. What schemes, if any, are used for the purpose of getting around it?

Mr. CHEVRIER: I do not think it is fair to suggest that there are schemes to get around it.

The WITNESS: I do not know anything about that. If you had that information, you had it.

By Mr. Shaw:

Q. I want to know if there are any schemes?—A. Have you asked that of anybody else?

Mr. SHAW: I am asking everybody.

Mr. CHEVRIER: I do not know that you have used the word "scheme" yet.

By Mr. Shaw:

Q. I will ask Mr. Cory, anyway.—A. I think I told you.

Q. That you do not know of any?—A. Yes. I have told you that. You brought up Mr. Helmer's case; I gave you an explanation which I think is all right. If there are any labourers, if you will tell me who they are and where they are I will try to find out about them.

By Mr. Rinfret:

Q. The Immigration Branch is no more under you?—A. No.

Q. You were deputy minister of Immigration for a certain while?—A. For a good many years I was deputy minister of the Interior, while it was part of our branch, and I acted for four years after it was made a separate department.

Q. Do you know the conditions that now obtain in the Immigration Department?—A. No.

Q. You would not want to give evidence on that?—A. No, I do not know anything about it.

By Mr. Chevrier:

Q. Have your recommendations to the Civil Service Commission always been followed out?—A. I would not think so.

Q. Do you know so?—A. No, I do not think they have. For instance, in the case of promotions, I have recommended the man best qualified in the opinion of the man who wanted the promotion, as being the one entitled to it. I know that man has not always got it.

Q. Why was that?—A. Because the Civil Service Commission decided that somebody else was better qualified.

Q. On whose recommendation did they decide that?—A. On their examination.

Q. Was it a competitive examination?—A. I do not know what kind of an examination they held. They decided as to whom should be promoted.

By Mr. Rinfret:

Q. Have there been cases where they have overruled your recommendation by an examination?—A. I do not know how they do it, but they have simply notified us that a person has been promoted.

By Mr. Chevrier:

Q. Have your recommendations for reclassification been followed out?—A. Oh, no.

Q. They were not followed out. What was the reason?—A. The Civil Service Commission does not have to give any reasons. It does not give us any reasons.

Q. Do you think still that you were right in making the recommendations that you did make?—A. I think so, or I would not have made them.

Q. Do you know what means they took to find out whether you were right or whether you were wrong?—A. No, I have no knowledge of that at all.

Q. Do you remember the number of recommendations that you made?—A. No, I cannot tell you. I made a great many, I do not know, the reclassification has been running since 1918.

Q. And you do not know the number of times that your opinion was concurred in? When I say "your opinion," is that your own opinion, or the opinion of your officials?—A. Sometimes my own, sometimes both. All I know is that out of 692 cases in which I have personally appeared before the Commission on reclassification, there were 20 allowed, one stepped up, six were reduced, so after three or four weeks of every afternoon down in the Civil Service Commission, of 692 cases, there was a net change of 14.

Q. You mean you personally went into the cases of 692 people?—A. Yes, I quit then, I thought that was enough.

Q. And you were personally acquainted with these 692 cases?—A. I was.

Q. And you thought they were fit for reclassification?—A. I thought they were entitled to better classification.

By Mr. Rinfret:

Q. By that you mean that the classification was all wrong?—A. I do not think the classification is right.

By Mr. Chevrier:

Q. Were these recommendations made by some of your officials or were they your own?—A. The chief in each case appeared with me.

Q. Did you take these cases up before the Commissioners?—A. I took them up with Dr. Roche and one of the experts then classifying the service, Mr. Nelson, I think his name was.

Q. What do you think of the classification, is it working satisfactorily in your department?—A. I think there are too many divisions. It is classified so fine now that a man is practically in a little stall by himself. We had eight division in the service before the classification; now we have some 300 odd.

Q. Over 300?—A. Yes, 313.

Q. How do you find that, is that an improvement or an impairment of the efficiency of your service?—A. I think it is a great impairment.

Q. In what way?—A. Because a man gets into a little division and you cannot promote him unless you change his duties altogether, and then he steps into another little box and then he has difficulty in getting out of it.

Q. Sort of pigeon holes and dove-cotes?—A. Yes.

Q. Have you any suggestions to make as to improvement?—A. I think we made them in our report, we made the suggestions.

Q. That is the recommendation you would like to see carried out?—A. I think that would be much more workable, much easier, and much better suited to the nature of the service.

Q. How are the statutory increases carried on now?—A. They are carried on—they are practically automatic. A man in a certain classification gets either $5, $10 or $15 of an increase each year. If he is recommended for that, he gets it automatically.

Q. Have you to take that up with the Commission?—A. It goes through the Commission.

Q. Do you make any reports to them?—A. We simply send our report to the Treasury board through the Commission. I understand that we have to make out a separate sheet for every increase.

Q. How many employees have you who are entitled to a statutory increase? —A. They come in at different times of the year. This permanent staff here at Ottawa and outside—they are all entitled to an annual increase.

Q. Do you have about three thousand entitled to an increase?—A. About two thousand.

Q. What is the procedure?—A. A separate sheet is made out. We have to send it in duplicate, we have a pad that thick of recommendations, where we used to put it all through in one sheet.

Q. That is called for under the regulations at the present time?—A. Yes.

Q. Is that an improvement over the old system?—A. I do not think so.

Q. Does it give any more efficiency or accuracy?—A. No, and it gives a great deal more work.

Q. And brings about the same result?—A. And brings about the same result.

Q. How long does it take you to get that list in shape?—A. Six or seven weeks.

Q. To prepare the recommendations for statutory increases?—A. Yes.

Q. What kind of staff do you employ for that?—A. Two young ladies.

Q. Who work from six to seven weeks in preparing this?—A. Yes.

Q. How was it done in the old days?—A. In about a week.

Q. Do you exchange any correspondence with the Civil Service Commission?—A. Yes. we have had considerable. I have a little statement here somewhere. I happened to go down one holiday, and I found 56 letters there, and I found 33 from the Civil Service Commission in that mail that morning. I called in one of my staff the next morning and I asked if that was about the way the mail was running, and he said, "Yes", so we kept track of it for about eight or ten months, both of the incoming and outgoing mail. Here is the result. The first month, there were 217 letters from the Civil Service Commission, and 242 from the rest of the world. The next month, 389 from the Civil Service Commission, as against 272; the next month, 440 from the Civil Service Commission as against 282; the next month, 271 against 221; the next month, 214 against 196: the next month, 199 against 213: the next month, 172 against 176: the next month, 292 against 201: the next month, 265 against 284: the next month, 252 against 311, or during that time from the Civil Service Commission, 2,711, as against 2,398 from the rest of the world. The outgoing mail, to the Civil Service Commission, 269 against 540 for the first month; 286 against 543; 330 against 548; 244 against 451; 209 against 368; 179 against 333; 229 against 358; 351 against 316; 303 against 399; 252 against 386; or altogether 2,652 communications going to the Civil Service Commission, to which were attached in many cases two certificates, a certificate in duplicate or a certificate in triplicate, sometimes more than that, making 2,652 as against 4,242, and that is the ratio that is carried on with the Commission. That is practically 50 per cent of the time of the deputy minister's staff, as far as correspondence is concerned, is taken up with the Civil Service Commission.

By Mr. Garland:

Q. For what period?—A. Ten months.

By Mr. Chevrier:

Q. That is purely and simply the result of the regulations?—A. That is our mail to them and their mail to us.

Q. Could that not be done away with?—A. I think so. I cannot see very much use in a great deal of it.

Q. If that is the outgrowth of the law, is there any way in which that can be cured?—A. All I know is that under the old civil service we probably did not have twenty-five letters in a year, either going or coming.

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Q. Let us look at the result. With this amount of correspondence, are the results better for the service than they were with the less amount of correspondence, under the old system?—A. I cannot see any possible effect that that can have on the efficiency of the service.

Q. And you think that could be done away with without hurting the efficiency?—A. Not under the law as it is to-day, I do not think so.

Q. But you think if you could have that amended in order to do away with that, it would not impair the service at all?—A. I do not think so.

Q. Does that necessitate the employment of more clerks?—A. We have a great many more than we had before.

Q. Due to this increased correspondence?—A. Increased work in general; this is only a part of our work. At least about 50 per cent of the time of our stenographers, as far as correspondence is concerned, is taken up with Civil Service matters.

Q. That is only because of the law?—A. Yes; I do not think the Civil Service Commission is writing a letter they should not write, and we are not writing a letter that we feel we do not have to.

Q. Have you anything to say about superannuation?—A. Yes, I think if there were a fair Superannuation Act in force it would cure a great many difficulties of the civil service to-day.

Q. That is imperative?—A. That is imperative and has been, ever since the last bill was repealed.

Q. Have you anything to say about salary revision?—A. In what way?

Q. Would the present salary ranges be adaptable to a superannuation law, an adequate superannuation measure?—A. I think so, I think you can make any salary range adaptable to a superannuation law.

Q. I suppose in the meantime you think the bonus should be continued until the proper time for salary revision?—A. I think so.

By Mr. Rinfret:

Q. There has been a suggestion made on several occasions that a conference might take place between the deputy ministers and the Commissioners as regards amending this law. Would you be in favour of that?—A. I would be in favour of anything that is going to help us, that is going to help the service out.

By Mr. McBride:

Q. Do you not think, Mr. Cory, that the B.C. lines and grazing and timber departments could be amalgamated?—A. I do not see that that would effect any economy as far as B.C. is concerned, nor insofar as the land administration in general is concerned.

Q. It has always seemed to me that if they had one man at the head of the whole thing it could be put in one.—A. It might be, but you must understand that our service is spread over the three provinces.

Q. I am only referring to British Columbia.—A. Yes, I know that. We have been trying to do something in that way, but we have not got to it yet.

By Mr. Garland:

Q. Mr. Cory, one or two other witnesses were in favour of establishing what you could call a utility department to look after the work and your peak loads at certain times. For instance there are certain times, certain seasons when you are busier than others.—A. It does not affect us so very much, we deal with so many different things that the seasons do not affect us to any particular extent.

Q. I notice you say it takes two ladies about seven weeks to look after the promotions—A. No, the annual increases.

Q. In other words, that leaves these two ladies making out 300 a week, or 50 a day between the two.—A. They are just on that at the time. These annual increases come along at certain times of the year. Those who are appointed at certain times, their year is up then, and they simply deal with that, get those things ready so that when the time comes they are ready, but when they are not doing that there is other work in the particular branch which they do.

Q. That is, 25 of these do not constitute a day's work for these stenographers? In figuring it out as you gave it, that is the way it appears?—A. Yes, but there is another block comes along afterwards.

Q. I see you kept track of the letters which went to the Civil Service Commission, which amounted to 2,711 in one ten-months' period, and 2,652 in another ten months?—A. It is the same time, going in and coming out.

Q. It would take a couple of girls looking after that too.—A. It is done in our general work.

Mr. CHEVRIER: Do you mean for the tabulating of the correspondence?

By Mr. Garland:

Q. Yes, it took two girls seven weeks to look after 2,000, and I should judge it would take two girls to look after 2,652.—A. You see, it is not the same class of work at all; one is stenography, the other is simply preparing lists of people eligible for annual increases. One is merely clerical work, the other is stenography.

Q. It struck me that that did not seem to be very much speeding up, it was a small day's work, to make up 25 of these, but now, of course, I understand that these girls do other work, and do this work in along with it.—Yes, they are not employed for that one purpose.

By Mr. Lewis:

Q. You have said that from 1911 to 1922, approximately, there has been an increase in the staff of nearly 200 per cent?—A. Yes.

Q. How do you account for the increase to that extent, is it an increase in the work?—A. Yes, and the increase in the service. We have established the Northwest Territories branch, where we had not any employees at all in 1911. We have now 30, 40 or 50 in that department.

Q. Is it the fact that Manitoba, Saskatchewan and Alberta, as far as the surveying is concerned, are practically completed?—A. Not at all.

Q. All the land has been taken up?—A. Yes, but we have to survey land before it is taken up.

Q. Yes, but they have all been surveyed now?—A. Where?

Q. Well, where the people have occupied the land?—A. Yes, I know, but you have to keep ahead of settlement. We are not doing so much subdivision work now.

By Mr. Chevrier:

Q. Were those departments installed with the consent of the Civil Service Commission?—A. At least their men are now in that service.

By Mr. Lewis:

Q. In 1911 the Immigration department was under the same service, was it not?—A. Yes.

Q. And would be included in those 1,162 staff?—A. Yes.

Q. Then the increase would be larger when you take into account that the immigration was outside?—A. Yes, but it was not a very large service. It was not a department then. It is a department now.

Q. In 1905 to 1911 was the greatest influx of settlements?—A. Exactly, and I say we handled it quite satisfactorily as a branch of the Interior depart-

ment, with a reasonably small staff. If you look at the Immigration service you will find a larger increase in that from 1911 to the present time than you will find in the rest of the Department of the Interior.

Q. Has the staff increased during the last two or three years and is it still on the increase or decrease?—A. Which, in the Interior?

Q. Yes.—A. A very slight increase, even at the present time.

Q. Will there not come a time when this peak load will decrease in the settlers coming in and taking up the land?—A. If that was all we had to do, it would have decreased long ago.

Q. Is not that an important part of the work?—A. It is an important part of the work, but it is not the majority of the work in the department by a great deal.

Q. I understand that years ago for instance, a great many transactions were taking place. For instance some of the Land Title offices have been closed in Saskatchewan?—A. We have nothing to do with the Land Title offices. We simply deal with the Dominion land agents.

Q. But some of the Dominion land agencies have been closed.—A. Quite true.

Q. And in the larger centres where practically homesteading and pre-emption have ceased, has the staff been decreased?—A. There is not anybody there at all. As you say the offices have been closed, but the men have been moved to other districts.

Q. In that respect then there has been a decrease in the staff?—A. Not at all, because we had to increase it where we transferred our offices to; the work has to be done, people are going in and taking up the land, and we have the offices convenient to the people.

Q. But I understand very few homesteads are being taken at this time? —A. Quite so, but there is the grazing and the mining and petroleum, and that has to go through the land offices.

Q. For instance, has not the department as far as the Matador ranch in Saskatchewan is concerned, been placed under the Provincial Government? —A. The Matador has been turned over to them because they want to turn it into a community grazing proposition, which we don't touch. As far as I know they have not done anything with it. We did not employ a single solitary soul to look after the Matador ranch.

Q. You had to employ certain men to look after the grazing. There was certain work in connection with the lease?—A. Certainly there was, but that one lease does not make that much difference.

Q. The Matador ranch was not a matter of one lease; there were lots of people took up pieces of it or leased lands around the ranch; I understood there are thousands of acres in that district.—A. Which district?

Q. North of Swift Current for instance.—A. For what?

Q. There are thousands of acres that have been placed in the hands of the Provincial Government.—A. The Matador ranch, whatever amount of acres was in that was placed in the hands of the Provincial Government, that is all. There was no other land placed there.

By Mr. Chevrier:

Q. Did you ever have a staff on that ranch?—A. Never. We had three ranch inspectors and I think there were two for Sasketchewan and one for Alberta, and one for Manitoba. They looked after all the ranches in their Provinces.

Q. Any work in connection with Matador ranch was looked after by officials here?—A. Absolutely.

Q. Whether that was taken over by someone else did not affect you at all?—A. Not at all.

Q. Because you had nothing to do with it?—A. We had the administration of it. We leased it and collected the rental.

By Mr. Lewis:

Q. The development of this country then has necessitated a large increase of staff in your department?—A. Yes, in certain branches it has, but not in the Lands branch.

Q. To the extent of 200 per cent of the staff in 1911?—A. I don't know that.

Q. 1162 to 2029?—A. 100 per cent possibly.

By Mr. Shaw:

Q. Suppose, Mr. Cory, that in the Lands branch the work materially decreased and there is very little doing, such as you suggest at the present time, as compared we will say with 1910 or 1911; what arrangements do you make to decrease the staff in accordance with the amount of work done?—A. We simply transfer. If we have a slack time in one branch and another branch is busy we would simply transfer from one to the other. We used to do that readily.

By Mr. Chevrier:

Q. How do you do that under the present law?—A. We cannot do it except by reporting to the Civil Service Commission, and if they object to the transfer we cannot do it.

Mr. SHAW: But I suppose they do not object.

By Mr. Lewis:

Q. You say you transfer them from one office to another?—A. Yes.

Q. From any particular office in the West at the present time?—A. I did not say anything about the West. I was not transferring them from one office in the West, except when circumstances call for it when an office has been closed out. I am talking of the head office.

Q. You mean to say that when one office is transferred, all the staff is placed there?—A. Some of them are and some are let go.

By Mr. McBride:

Q. Do you conduct the homesteading on the same principle in the other Provinces as in British Columbia, that is allow them to be taken up on lease?—A. No, we did that for a time in the western provinces and then we discontinued. That is when we introduced our grazing regulations, we gave the lessor certain proprietary rights in his lease, subject to a year's cancellation.

Q. Closed leases?—A. A closed lease subject to two years' cancellation notice. Some of the old leases were closed absolutely. Under the 1914 regulations the leases are also closed but are only for ten years.

Q. They are still taking up homesteads under lease in the other provinces?—A. That is one of the things we were discussing and that we made a report on, that we were going to give them the same kind of lease in the railway belt that we give outside. I thought that had been done, and I have not heard any complaint about it recently. That was one of the questions, you will remember, that we discussed last spring.

By Mr. Rinfret:

Q. Mr. Cory, immigration was under you before 1911?—A. From 1905 it was under the Interior?—A. From earlier than that, 1897 I think.

Q. And you have immigration agents in the different ports during the inspection season, in Montreal or Quebec—these were temporary employees?—A. They were, yes, but they are not now.

Q. Are they permanent employees?—A. Excepting those put on seasonally.

Q. Those are the ones I mean.—A. The seasonal employees are, still.

Q. This last class of temporary employees are appointed by the Civil Service Commission?—A. Yes, all appointed by the Civil Service Commission.

Q. After examination do you know?—A. I don't know. I am speaking as I knew it. I have not had anything to do with it since.

Q. Is it your experience that under the old system, when they were appointed by order in council, you had good agents, and they were satisfactory? —A. Yes. We did not appoint these temporary ones by order in council. We simply appointed them on the authority of the minister by a letter and they were considered temporary.

Q. Would you think from your knowledge of the characteristics of these positions, that the old system should still prevail?—A. I think so. Of course there is this difference between the system prior to 1911 and now, that there are a great many returned soldiers who are particularly capable of acting as guards and that sort of thing on the Immigration service; we have got these men who have been trained in that way; but before, we always got suitable competent men and we never had very much difficulty about our guards; if a man did not stand up we simply let him go and got another.

Q. There would be no difficulty in following the old system and at the same time giving some preference to the soldiers? A. Oh no, none whatever.

By Mr. Chevrier:

Q. Did I understand you to say, Mr. Cory, that the Immigration staff had been considerably increased?—A. Yes, I am quite sure it has.

Q. How was that brought about?—A. I don't know. Since September, 1921, I have not had anything to do with immigration.

Q. Any change in that staff or in the personnel would be worked out under the operations of the Civil Service law?—A. Yes, I think so.

Q. It would have to be with the concurrence of the Commission?—A. I think so, undoubtedly.

Q. That would not be one scheme to avoid the Civil Service Commission? —A. Not that I know of.

By the Acting Chairman:

Q. Mr. Cory, you have knowledge of the operation of the Act of 1908?—A. Yes.

Q. And that of 1918?—A. Yes.

Q. From your experience has the public service gained anything in efficiency by the change in the Act?—A. Not in my opinion. Certainly not in economy.

Q. Nor in efficiency?—A. Nor in efficiency.

By Mr. Rinfret:

Q. Mr. Cory, the service has been under three different systems in these last years. You had the old regime before 1908?—A. Yes.

Q. Then you had the Act of 1908?—A. Yes.

Q. Concerning the inside service. And now you have the new regime under the Act of 1918.—A. Yes.

Q. Which of the three was the best in your opinion?—A. Well, I did not have very much fault to find with the 1908 Act. I had no difficulty before 1908 under the old system. I never had any difficulty. We always got good people and good service. We got good officials under the 1908, and we are

getting good officials now, but the system of getting them is too cumbersome.

By Mr. Lewis:

Q. Mr. Cory, I understand that negotiations have been on the way for some time for the return of the natural resources of the three western provinces. Would that decrease your staff or would you still have jurisdiction?—A. We would have no jurisdiction over the lands and administration.

Q. I understand you were speaking about British Columbia. That would have reference only to the 30 miles on each side of the railway.—A. The 20 miles on each side. That is all we administered.

Q. And the Peace River?—A. The belt, that is a block of three and a half million acres.

Q. In regard to the resources of the other provinces do you do the survey work in those?—A. In Manitoba, Alberta and Saskatchewan.

Q. Not in Quebec and Ontario?—A. No, we have nothing to do with surveying there.

Q. Largely that is all done in the provinces that own the natural resources?—A. Yes. There is a demand for us to take on the topographical work in the other provinces, that is in Ontario, Quebec and the Maritime Provinces.

Q. For instance in the Militia department they would have the right to do that work?—A. They do in any province. But I fancy most of their work is done in Ontario and Quebec.

Q. But you confine your work to the three western provinces?—A. The three western provinces and those portions of British Columbia.

Q. And the Northwest Territory.—A. Yes.

The ACTING CHAIRMAN: Has anyone anything else, gentlemen? Then we thank you very much for your attendance, Mr. Cory. Does the Committee wish to hear any other evidence to-night?

Witness retired.

Mr. RINFRET: I move that we adjourn, Mr. Chairman. I think there is a number of Committees sitting to-morrow during the daytime.

Mr. SHAW: I would suggest to-morrow evening, at eight o'clock.

The ACTING CHAIRMAN: Then the Committee is adjourned until to-morrow evening, at eight o'clock.

The Committee adjourned until 8 o'clock p.m., Tuesday, 15th May, 1923.

TUESDAY, May 15, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m.. Mr. Malcolm, the Chairman, presiding.

Mr. N. F. PARKINSON, called, sworn and examined.

By the Chairman:

Q. What is your full name, Mr. Parkinson?—A. Norman Frederick Parkinson.

Q. And your occupation?—A. Deputy Minister of Soldiers' Civil Re-establishment department.

Q. Mr. Parkinson, you adminster a department as deputy minister that is not under the jurisdiction of the Civil Service Commission?—A. That is so, sir.

Q. Therefore, in the working of your department you do not come in touch with the Civil Service Commission?—A. No, we have not since the departmental staff was taken out of the control of the Commission in 1919.

Q. Therefore, as deputy of a department not under the Civil Service Commission you naturally have not a great deal of knowledge of the working of the Act as it applies to your department?—A. No, we have of course, a few permanent civil servants in the employ of the department, but they are such a small number in proportion to the total staff, that there have been very few official dealings with the Civil Service Commission in connection with their cases. I think that we have at present some 250 civil servants out of a total staff of 3,800 or 3,700.

Q. Your total staff is 3,700?—A. Yes.

Q. Are the appointments to the staff made by the department?—A. No, not all the appointments to the staff. Some have been made by the Civil Service Commission in the earlier days, some by the Board of Pension Commissioners, and the remainder by the department direct. In other words, in 1921 and 1922, the department absorbed the administration staff of the Board of Pension Commissioners in the units of the head office.

Q. How were they appointed?—A. Partly through the Civil Service Commission and partly by the Board of Pension Commissioners direct. Mostly by the Board of Pension Commissioners, who were exempt as we were at that time.

Q. What percentage of the staff that you have now would be appointed by the Civil Service Commission?—A. It is pretty hard to answer that question, because our staff at the end of 1920 numbered approximately 9,000. Of that number I would say that about 15 or 20 per cent out of the total were appointed through the Civil Service Commission. Since that time we have reduced the staff to about 3,700 or 3,600, and it is hard to say what proportion of those were appointed by the Civil Service Commission and by the department direct.

Q. Could you tell us what your method is of making appointments?—A. Our method of making appointments is based on responsibility for work; that is to say, in any branch of the department or in any office of the department the man who is responsible for the administration of that branch, has direct responsibility concerning his work to his superiors in the head office. For that reason, in order to give him every opportunity of conducting the work as he thinks it should be conducted—because after all, he has to answer for it eventually—we require that he not only recommend the appointments to his own staff but that he certify that the requirements have been met and that he is satisfied. If you wish, I can read a few lines from a statement I have here indicating the certificate he has to sign when recommending an appointment to the staff, if that is of interest to you.

Q. I think so; we would be glad to hear it.—A. (reads)—

> " (4) In making appointments, the department has rigidly adhered to the policy of placing responsibility for the selection of staff upon the officer in charge of the administration of the Branch, Unit, Office or Institution concerned.
>
> " (5) It has been the experience of the department that the most satisfactory results are obtained only when the officer who is in charge of any particular activity is made entirely responsible for the selection of his staff. The officer stands or falls according to the manner in which the work under his direction is carried on. If he does not select efficient staff, the result is immediately apparent, and as the retention of his own position depends upon the efficient and economical carrying on of the work under his jurisdiction, it has been found that great care has been exercised by officers in recommending appointments.

"(6) Every officer recommending an appointment is required to sign the appended certificate:

"(a) That due enquiry has been made and that I am satisfied that the applicant possesses the requisite knowledge and ability to perform the duties of the position in question, and is duly qualified as to age, character and habits;

"(b) That this recommendation is made without reference to personal or political considerations, but strictly on the merit principle as between persons applying or available for appointment;

"(c) That no returned soldier is known to be qualified for the position or available for the appointment thereto;

"(d) That the applicant has been informed that his/her employment by the department confers no right to permanent appointment to the civil service of Canada unless he/she qualifies therefor under the Civil Service Act and the regulations thereunder, and that his/her employment by the department is of a temporary character and may be terminated by the department on one month's notice or by the payment of one month's salary in lieu thereof."

By Hon. Mr. Copp:

Q. What is that third clause?—A. Clause (c) "that no returned soldier is known to be qualified for the position or available for the appointment thereto." That is struck out whenever an ex-member of the forces is selected.

By Mr. Chevrier:

Q. Who is responsible for making those regulations?—A. If I am correct, those provisions and this certificate were originally recommended by Commissioner Jameson of the Civil Service Commission in 1918.

By the Chairman:

Q. In following that, Major Parkinson, you give a preference to returned men in your department?—A. As you see in the third proviso.

Q. As the result of that proviso, what proportion are returned men, and what proportion are civilians?—A. Of the male staff of the department—I have not the exact figure—but I understand that at the present time it runs about 97 per cent of the total staff who are returned soldiers. In 1921, the number of ex-members of the forces in proportion to the total staff was 66·8 per cent. That has been largely increased within the last two years particularly, because we have been able to train men for clerical positions that were held previously by females.

Q. Your department I presume is decreasing in size?—A. Yes, quite materially.

Q. Will it continue to decrease?—A. Not so much for the next five or ten years anyway. We are down now to pretty nearly a permanent basis, with the number of patients we will have for the next ten years.

Q. How many have you?—A. About 3,600 at the present time. That number will decrease to a certain extent, but not much.

Q. Are they all located in Ottawa?—A. No, sir; they are located all over Canada. We have about 758 in Ottawa; the rest are outside of Ottawa.

Q. What does your staff consist of?—A. It is quite varied, in the type of person employed. As you will understand, the Department of Soldiers' Civil Re-establishment conducts several activities on behalf of ex-service men. We handle treatment cases, vocational training, the manufacture and supply of artificial limbs and appliances, the provision of employment for disabled men and pensioners, the handling of unemployment relief for pensioners

and disabled men during the winter months, the administration of pensions, not the granting of pensions, and so on. So that our staff is varied in accordance with the work we have to carry on. We have doctors, dental officers, nurses, orderlies and so forth in medical institutions.

Q. You have seen the questionnaire prepared by Mr. Jameson, of the Civil Service Commission?—A. That is a certificate that is signed at our office.

Q. That certificate has been adhered to in the making of appointments?—A. Yes, sir.

Q. You are administering a department, following the advice of the Civil Service Commission in the making of appointments?—A. Well, not so much that as the matter was discussed with the Civil Service Commission.

Q. In other words, yours is a department that, while it is under the term "patronage" according to the interpretation of some people, you have followed the advice of the Civil Service Commission. Let me put this question. When this Government came into power, were there wholesale dismissals?—A. No dismissals.

Q. Was anyone thrown out of employment in your department by the new Government?—A. Not one.

Q. So far as that is concerned, there has been no patronage displayed in the way of dismissals?—A. No patronage whatever.

Q. Do you think your department is as efficiently administered as it would be under the Civil Service Commission?—A. That is rather an embarrassing question. I think it is more efficiently administered.

Q. Would you prefer to be under the Civil Service Commission or to administer the department as it is, on the advice of the Civil Service Commission?—A. I would prefer to administer the department as it is. Staff matters are much more elastic

By Hon. Mr. Marcil:

Q. Can you tell us why you prefer that you should administer your department as it is?—A. One can get much more direct responsibility from those who are in charge of the department, certainly by having staff matters entirely in the control of the department. I am speaking of after the staff is in the department. I intimated in my previous discussion in the matter that we liked to hold a man responsible for his job in connection with the staff that is under him. My personal feeling is that we can only get that by having the direct responsibility of the person himself.

Q. Do the promotions rest with you?—A. With the department.

Q. Entirely?—A. Entirely.

Q. Do you find that is an advantage?—A. I find that that is a great advantage.

Q. Is it an encouragement to the staff?—A. It encourages the staff; it also tends to my mind to greater efficiency in the handling of the department.

By Mr. Chevrier:

Q. You handle all the promotions yourself?—A. We handle all the promotions within the department, except the small proportion of civil servants that is involved. There it is rather difficult for the Civil Service Commission, because so many of our staff are on a temporary basis and have not been classified in accordance with the requirements. It must be very difficult for them to express an opinion.

Q. You have not got the benefits—if they are benefits—of the Civil Service classification?—A. We have practically all of the benefits without any of the drawbacks.

Q. That is important.—A We have provided by order in council for our own staff all the provisions except the one where they are entitled to have 5 per cent of their salaries held back, and so on, for our own staff; our retirement arrangements are practically the same as in the civil service.

Q. Is your staff divided into as many categories as under the Civil Service Act?—A. Not until last year. At that time, two years ago, an order in council was passed, providing that such of our staff as were eligible might come under the blanketing-in order that you know of, and become permanent civil servants. I proceeded at that time to have the staff classified as I thought it should be classified, so that when the Civil Service Commission came in to do the same work we would have something to talk to them on. So that they are classified according to our ideas of classification. The Civil Service Commission has not gone over it. I do not know that they would agree with it in all cases.

Q. Your classification works harmoniously?—A. Yes, because it is according to our own ideas of the classification.

Q. It is made up according to the exigencies of your own department?—A. Exactly.

Q. If you had the iron rule or the inflexibility of the present classification, as it has been said, it might not work for your department as well as your own classification works out?—A. Reading over the classification from time to time, it has not struck me that there is so much iron rule or inflexibility about it as the fact that it must be difficult for anybody not actually in touch with the work of the department to apply that work to the department. While certain positions are common to all departments, there is a great deal of difference in the work being conducted by the different departments. There are few of the departments that handle medical services; some have one or two, while we have hundreds of doctors.

Q. Do you have bookkeepers and stenographers?—A. Yes.

By Mr. Rinfret:

Q. What is the reason why your department should not have been placed under the Civil Service Commission?—A. We were under the Civil Service Commission at one time in the early days, but our work as you know, is the handling of the returned soldier as he has come back, making certain provisions for him. You will appreciate that at demobilization our work increased from nothing to an immense thing. We had at one time 26,000 men on the strength for vocational training, and we had to make provision for artificial limbs, and those limbs had to be supplied quickly. There was a great necessity for speed and urgency in all our work. So that bringing the staff from 1,000 or 1,500 up to 9,000 inside of 18 months was an immense task. I think the Civil Service Commission got as sick of it as we did.

Q. And it was thought that you could do it with more speed?—A. Yes.

Q. More accurately and at less cost?—A. We had to make appointments all over Canada. The Civil Service Commission at that time was a fairly new body, under the new Act, and I am quite sure they did not have the facilities for handling them in the first place. I talked with Mr. Foran, and they were quite glad to get rid of it, as far as I could see.

Q. That work was done very satisfactorily under your jurisdiction, in your opinion?—A. I believe more satisfactorily than it could have been done under any outside body.

Q. What was there special about your department?—A. There were two special things which were most important. First of all, as I say, the necessity for speed, the urgency of building up our staff to take up a sudden volume of work. In the second place, we were handling a work that had never been

handled before, a work that was changing in its nature to meet the contingencies which arose at that time.

Q. Does that apply to the civil service as a whole?—A. We as a department were handling a work that had never been attempted before. We never had a war like this great war, we never had to supply vocational training or change our policy from time to time as quickly as we had under the Department of Soldiers' Civil Re-establishment. It would have been impossible to apply any classification to the department, and certainly it would have been impossible to handle it by the Civil Service Commission at that time.

Q. Would you be inclined to think that the same conditions would apply to some other departments?—A. There was one other feature about the work I should mention, that is, we were building up from a staff of 1,500 in 1917 to a staff of 8,000 or 9,000 at the end of 1920. On the other hand it has gone down again nearly as quickly. The Government I am sure would not want to appoint a permanent civil service during that time, because it would mean a civil service list of 10,000, having them all on the list afterwards, when it was only having them there on temporary work. We have gotten down from 9,000 in 1920, to 3,600, and are now down to pretty nearly a permanent basis for the future, for ten years anyway.

By Mr. Copp:

Q. When was the department created?—A. The Military Hospitals division was created in 1915. We just carried on from one to the other.

By Hon. Mr. Marcil:

Q. How did you secure these people, the staff you have now, by advertisements?—A. In all ways. As far as our ex-service men were concerned, it was a simple matter. They came into our offices, and when we got hold of a man we wanted, we appointed him for the job. We did not have to do very much advertising.

Q. To-day, when a vacancy occurs in your department, how do you proceed to fill it?—A. We have in all our offices a list of men who have applied for various positions. Nearly all our work has been cut off. Practically all our appointments to-day are appointments for maids, orderlies in hospitals, dish-washers and so on, and work of the lower classes.

By the Chairman:

Q. Who engages these?—A. The superintendents in the medical hospitals.
Q. Without regard to patronage?—A. Certainly.
Q. Are they ever asked what their politics are?—A. No, sir.

By Hon. Mr. Marcil:

Q. They have never been accused of patronage?—A. No, sir.

By Mr. Chevrier:

Q. Is there any outside branch of that service under your department? —A. Yes. We only have 787 of our total employees in Ottawa; all the rest of our service is outside.

By Hon. Mr. Marcil:

Q. How great, roughly speaking, was the total number of appointments? —A. We had roughly about 9,000 of a staff at one time.

Q. Did the great majority of those appointments prove satisfactory?— A. We had troubles similar to what you will find in any industrial or commercial concern. We had to discharge people at times.

Q. No more so than if the department had been under the control of the Commission?—A. No; I am quite sure of that.

By Mr. Rinfret:

Q. What does the outside service consist of?—A. We have hospitals all over Canada; we manufacture artificial limbs, we have a factory in Toronto.

Q. Under your department?—A. Under our department. We have a fitting depot in each unit, we have our administration staff for the payment of claim allowances, for the examination of pensioners, and for the examination of men applying for vocational training.

Q. Are all the appointments made from Ottawa?—A. No. The appointments in the units are made in the units, that is to say, if we appoint a man in Montreal he is taken from Montreal and appointed.

Q. That is not what I mean. I mean that the head of the Montreal branch would not have the authority to appoint anyone?—A. No, he selects the man and recommends him to the head officer, and it is approved at the head office.

Q. That recommendation comes to the deputy minister in Ottawa?—A. That comes to the deputy minister. I do not see myself only a certain percentage of the cases recommended. They are considered by the head office.

By Mr. Chevrier:

Q. You employ a certain number of technical officers?—A. A large number of doctors.

Q. What others would be in the same category as doctors?—A. Doctors and dentists, that is about all. We do employ a few mechanics, workmen of various kinds.

By the Chairman:

Q. Nurses also?—A. Nurses also.

By Mr. Chevrier:

Q. In the line of technical employees, you would have those dental surgeons and nurses; what about the superintendents over the artificial limb business?—A. We class them as mechanics or specialists, limb fitters.

Q. Who selects those doctors, those technical men?—A. Take any unit, say Montreal, we have there a unit medical director in charge of the medical service. In "A" Unit, Montreal, he has certain activities at Ste. Anne's Hospital, at Ste. Anne de Bellevue Hospital, in the City of Quebec, and when there is a vacancy for a doctor he will consult the medical superintendent, and they will select a man who will be satisfactory for that work, taking into account his training and other qualifications. They will make the recommendation to Ottawa on the form I read a short time ago.

Q. Have you any officers such as chemists in Ste. Anne de Bellevue?—A. No, we have no chemists there in the hospitals of that kind. We have our own diagnosis for X-ray purposes. The doctors do their own minor analyses and laboratory work.

Q. Those are selected in the same way?—A. They are selected in the same way. In other words, if anything goes wrong in a hospital we hold the medical superintendent responsible.

Q. Have you had any trouble?—A. Very little.

By Mr. Lewis:

Q. Are they selected by the medical men from physicians who have been overseas?—A. Yes. We have that requirement in all cases. Every appointee

must be a returned soldier, unless there is no one available for the work. We have about 97 per cent of our total staff ex-soldiers.

Q. Most of them have had special experience along that line?—A. Yes.

Q. And would be fully qualified for the work?—A. They are fully qualified for the work.

By Mr. Chevrier:

Q. Did you sign this deputy minister's report of the 30th of June, 1922?—A. I do not remember signing it, but I was on that Committee; I was a member of the Committee, and I approved of the report as submitted.

Q. You approved of it?—A. Yes.

Q. You do not remember whether you signed it or not?—A. No. I think I was away at the time it was submitted for signature.

Q. At the moment do you still concur in that report?—A. Yes, I concur in that report.

By Mr. McBride:

Q. If your department is not under the Civil Service, why did you sign this?—A. I was appointed to the deputy ministers considering this matter. We have some of our staff who are permanent civil servants, and it was proposed at that time that there should be a classification by the Civil Service Commission in view of a permanency.

Q. You say that 90 per cent of your staff are returned men?—A. 97 per cent of our male staff is made up of returned soldiers.

Q. Would you not think it would be much easier to select employees from the returned men than to get them from the general public as a whole?—A. Well, as far as our facilities are concerned, as long as the applicants realize that they have to apply to the Civil Service Commission, it would not be any easier to get them that way than through the Civil Service Commission. I feel it is better for me to take that responsibility myself if I am to have a say in appointments to my staff. That applies all down the department, through its various activities.

Q. The men you employ have all seen overseas service?—A. They have all seen overseas service.

Q. They would be in a position to fill a job you might have to put them at better than they would be if they had had no special training?—A. We have a man's overseas history available, and his other qualifications can be determined to an extent by anybody.

Q. You go by that to a very great extent, by overseas service?—A. We want his history as to his overseas service.

By Mr. Lewis:

Q. Owing to the peculiar circumstances in your department, the routine work of the civil service would be too long?—A. It would be too long. We had to pull away from the civil service. We have no emergency to-day. We are in the same position as any other department, except that we are letting out a few more. We are down to a permanent basis now, or just about. Our pulling away from the civil service was mutually concurred in by the Civil Service Commission and ourselves at the time.

By Mr. Chevrier:

Q. There are certain things that cannot be demonstrated by the civil service; for instance, here was one thing in which the law, notwithstanding the willingness of the Commissioners, would not have been adapted to this particular work?—A. In my own opinion it was not adapted to meet our situation.

I may say that the Civil Service Commission at that time were working under difficulties themselves.

Q. That was one aspect of a situation where the Civil Service Act could not have been efficiently applied to this case?—A. It could not have been at that time, I am sure.

Q. But it might be in other cases?—A. Yes. Emergency cases are hard to handle.

Q. Your department has gotten away from emergencies. You think that your department is at present as efficiently administered, or would be as efficiently administered hereafter if it remained in its present state than if it went under the Civil Service Commission?—A. Quite.

Q. You think there is no emergency?—A. There is no emergency at the present time.

Q. Is it free from patronage?—A. It is free from patronage.

By Mr. McBride:

Q. Has any member ever recommended any person to you to be appointed? —A. Yes. I have had recommendations from members for appointment to the department, but I have never had a club held over my head and told to appoint a man who was not competent for the job. I have had no hesitation in saying that he was not fit, or that I did not have a job to put him at. In other words, I have never been forced, or attempted to be forced by a member to make a job for a man.

By Hon. Mr. Marcil:

Q. Nor by a minister either?—A. I think the ministers in general are about as anxious as I am that things are done properly.

Q. I mean generally speaking?—A. Yes. A minister is just as keen in keeping up an efficient organization as a deputy minister is. His reputation stands or falls by the administration of his department. He cannot afford, if he wants to stay in the Government or in politics, to make a mess of any department.

By Mr. Lewis:

Q. Your situation is an extraordinary one?—A. It is an extraordinary one.

Q. It is not likely to occur again, unless there is another war?—A. A similar thing might occur.

Q. But only under another war?—A. Only after another war.

By the Chairman:

Q. Major Parkinson, your department is peculiar because of a natural desire on your part to employ all returned men?—A. Yes.

Q. Being a soldier's department, you would prefer to have returned men fill every position?—A. I think that should apply in all departments, especially as far as disabled men are concerned.

Q. In your limb factory, in Montreal, you have a great many disabled men?—A. Yes, we have. Our limb factory is in Toronto, but we have a limb fitting depot in Montreal.

Q. You find these men do very good work?—A. Yes, we have trained them in the work.

Q. I understand their work is very good?—A. It is so good that we have had applications from civilians and others to supply our limbs. We were forced finally to supply our limbs to all Workmen's Compensation Boards in Canada.

Q. In the great majority of these appointments, you know nothing personally about it?—A. Especially the outside part, except the executive officers. I know nothing of the junior officers.

Q. The greatest number of your men were employed by the head at the depot?—A. Yes.

Q. Were many selected on recommendation of members of Parliament or anybody else?—A. I would say the percentage of cases in which we have even had recommendations from members is almost negligible.

Q. Your department has been run very free from any political influence at all?—A. I can quite honestly say that my experience in the Government has been almost a surprise. I used to hear a lot about patronage before I came into the service, and I looked on it as a very terrible and dangerous thing. I have been very greatly surprised, especially in a department where we have had practically no connection with the Civil Service Commission.

By Mr. Shaw:

Q. The fact is, Major Parkinson, that you practically got a free hand to choose your staff, on account of the necessity, the urgent necessity at the time?—A. Yes. We, the department's officers, had an entirely free hand.

Q. And since that time, instead of appointing men, you have been letting them go?—A. Yes, that is so.

Q. I take it you have had no reason to have any experience with the Civil Service Commission?—A. No, that is quite true. I cannot speak of any experience of handling appointments, except under conditions which were urgent and necessitated urgency.

Q. With regard to promotions, have you had any considerable experience with the Civil Service Commission? I suppose not.—A. Very little. You see, we have not been connected with the Civil Service Commission.

Q. As far as the Civil Service Commission is concerned, you cannot tell from actual experience anything, or very little, about their operation?—A. Very little.

Q. So when you joined in the deputy minister's report, I suppose it was more a matter of necessity?—A. No, it was not that, it was a matter of judgment, based on experience in handling our own department.

Q. Why did you not recommend that the Civil Service Commission be abolished, as far as your department is concerned, if it is such a good thing not to be bothered by them?—A. I do not know that that was considered by me as a necessary recommendation in order to carry on the work.

Q. I mean by that in order to get rid of it; you were not particularly interested in it, as a matter of fact?—A. No but you know that was a report from a committee, not from individuals, and if I had felt very keenly I would have probably put in a minority report, but I did not consider it important enough. As a matter of fact, I would have no objections to handling the department under the arrangement proposed in that report of the deputy ministers, because that would eradicate the objectionable features of the Civil Service Act as it is at present.

By Mr. Chevrier:

Q. In other words, if you had to do away with the present system, you would rather administer your department under the scheme as laid down in the deputy minister's report than under the present Civil Service law?—A. Yes, exactly, and mind you, there is an order in council that has been passed that provides for the placing of a great majority of our staff in permanent positions in the service. It has never been acted upon, but it is there, and of course with that in view I naturally took part in any recommendation of that kind.

Q. And if you can obviate that fact and obtain a law which would be more in accordance with these suggestions of the deputy minister's, you would prefer it?—A. Yes, much.

By Mr. Shaw:

Q. In fact, I take it that you would have no objection to going under the Civil Service Commission now, provided this report was adhered to?—A. None at all.

Q. I just want to ask one or two questions. Just what is the relation of your department to the Board of Pension Commissioners?—A. As far as the Board is concerned, there is no relation whatever—I mean as far as responsibility is concerned, between ourselves and the Board. The Board of Pension Commissioners is a judicial body at the present time which awards pensions to disabled men and to the dependents in accordance with reports as to physical condition, from the department of Soldiers' Civil Re-establishment.

Q. As a matter of fact, a man who wants a pension applies to you and ultimately he goes to the Pensions Board?—A. Yes, through us.

Q. There is considerable conflict, I believe, between your department, and the Pensions Board, is there not?—A. No, there is no conflict between our Department and the Pensions Board; the Pensions Board recommend, I believe, that they take over the department, but apart from that there is nothing.

Q. I understand representations have been made by the Board of Pension Commissioners?—A. Yes.

Q. That they should be relieved from any association with your department?—A. It was not necessarily that; they recommended that they take over the administration of the department.

Q. I take it that your relations there have not been perhaps as harmonious as they might have been?—A. There have not been, as far as myself and the Commissioners are concerned, any acrimonious discussions or trouble of any kind; it is just a question of difference of opinion.

Q. Apparently they did not take you into their confidence in making this recommendation?—A. No, that is from the Board of Pension Commissioners.

Q. You said something about the employment of officers. Do you know of any case where three doctors in the Toronto Unit were dismissed within, I think, the last six or eight months?—A. Yes, I think we have dismissed more than three; we have dismissed some six or seven.

Q. And do you know whether or not these men were subsequently reinstated, any of them?—A. I believe one part-time man was re-instated, yes.

Q. Do you recall any case in which three doctors—.—A. There were two, Doctor Banting was one, and Doctor James was the other. One was taken back within two days. One was never terminated.

Q. I want to suggest just one or two things that have been brought to my suggestion. Have there been any complaints in your department that you have arbitrarily—I will not say that—but you have reduced a clerk from a post of senior clerk to that of junior clerk?—A. Yes, we have had complaints of that kind; we have done a lot of it recently.

Q. And many of these people have refused to accept it, and have quit? —A. Yes, some of them have.

Q. Then, I have heard it suggested—.—A. Before you leave that, I think in order to keep this straight I might just explain it. As I pointed out to you—.

Q. Is that a reduction in staff?—A. No, a reorganization due to a big reduction in the volume of work. Let me point out one feature. As I pointed out a while ago, we had 26,000 men in training at one time; to-day we have approximately 163. That is within three years.

Q. That is vocational training?—A. Yes. To handle that work, we had a big staff, as you can understand. We would probably have a man in an executive position handling all work in a certain branch. As the volume of work decreased, the responsibility of the executive positions changed. For instance, we had a man in Ontario as Vocational Officer for Ontario at $5,000 a year. When that went out of existence, we could not carry that man, and he was let out and a cheaper man put in, because he would not accept a lower salary.

Q. That would be the explanation?—A. You change your organization to meet conditions.

Q. I understand that in the case of permanent appointments—in the case of a resignation from a person occupying a personal position, it is usual to give him two months' gratuity?—A. No, under our regulations those resigning from the department are not entitled to gratuities.

Q. Did you have any difficulty with a man by the name of Watt, who subsequently accepted a position in Peterborough?—A. I do not remember the name. Our regulations cover that matter.

Q. He resigned and was not granted a gratuity, and then some difficulty arose and he was subsequently discharged?—A. I do not remember the case.

Q. He raised a considerable fuss about the matter, and then you ultimately paid him one month's salary out of the disablement fund, paid his transportation and furniture expenses to Peterborough.—A. That sounds like a far-fetched story to me, sir, but I do not know the circumstances at the present time. I will be very glad to give you that information.

Q. You say that these complaints such as they are arise entirely from the fact that you are decreasing your establishment?—A. I do not think the complaints do, but the changes in organization arise from that. The complaints arise from the fact that the man is changed in classification or is not retained at the same salary, or is dismissed.

Q. Has there been any complaint in your department with regard to sick leave as it is administered?—A. I do not know of any complaint particularly; I have had employees come to see me, and—.

Q. Take this case, where permanent employees have been treated only as temporaries, and given only that leave?—A. There is a point that must be changed. Any question of leave is not a matter to which an employee is entitled except on recommendation from the department. In other words, the Civil Service Commission does not authorize leave except with a recommendation from the department. We have, as I say, a very different situation from any other department of the Government. We have probably 250 permanent employees and some 3,600 total employees. All those employees, permanent and temporary, have had approximately the same amount of Government service. In other words, the permanent employees are largely made up of those appointed under the old regime, appointed by the Board, who were later blanketed in and who were probably employed on the same date or later than many of the temporary employees, so when we made departmental regulations we tried to make them cover all the employees, because they are all largely on the same basis. They have all had overseas service, they may all be permanent some day, and why discriminate between a man who has had probably longer service than the so-called permanent employee simply because he has not been blanketed in? A great majority of them did not even pass examinations.

Q. I will simply give you a memorandum about them and you can tell me the reasons. Another matter I want to bring to your attention is this: I notice that in the years 1920, 1921 and 1922, the percentage of the moneys paid to your

department as compared with the total expenditure increased in this connection from 20·47 per cent to 38·66 per cent.—A. 1920 and 1921?

Q. I have worked that out for the three years. The 1920 percentage of salaries was 20·47; 1921 was 29·43; 1922 was 38·66.

The CHAIRMAN: Of the total money voted?

By Mr. Shaw:

Q. Yes, and the payments to soldiers, which includes pay and allowance, vocational loans, and unemployment relief and so on, these payments in 1920 totalled 56·28 of the total appropriation; in 1921, 45·55 per cent, and in 1922, 39·10 per cent.—A. Yes.

Q. Now, what I want to get at is, what is the reason that the salaries bear such an increasing relationship to the total moneys paid, whereas the payments which you actually make are so rapidly decreasing?—A. There are several reasons for that. First, of all, I do not know what figures you have taken.

Q. These are upon the Auditor General's report.—A. Including supplementary estimates as well?

Q. Yes, I think so. I would not be sure about that.—A. In 1921, of course, the Board of Pension Commissioners was taken over, and in 1922 we took over the rest of the head office, and we are administering now all pensions. They are all investigated by the Board of Soldiers' Civil Re-establishment. The total staff is only about twenty-five people at the outside.

Mr. CHEVRIER: I do not want to stop any evidence, but I do not know what this is leading us to.

The CHAIRMAN: I think Major Parkinson has explained that very nicely.

Mr. CHEVRIER: If it is administered now better than it has been, it will have to go a long way.

Mr. SHAW: I know nothing about the department. Now, you have been quite generous in suggesting to Mr. Chevrier that your department is more efficiently administered than it could possibly be administered under the Civil Service Commission?—A. I think Mr. Chevrier was talking particularly about the time of the appointments under the Civil Service Commission.

Q. You are quite satisfied that your department is functioning 100 per cent to-day?—A. Yes, a good deal better to-day than it was.

Q. You see no method of improvement?—A. Yes, from time to time we make changes. There may be places now where we could make some improvements.

Q. When you say you are more efficient than under the Civil Service Commission, you are telling the Committee something of which you have no actual experience yourself, or very little?—A. We have a pretty good idea of certain records under the Civil Service Act, and the features that I object to are features relating to delays in handling staff matters, and taking the responsibility for those staff matters out of the hands of those who are responsible.

Q. Are you in favour of the application of the Whitley council idea for your department?—A. I am not familiar with the Whitley council idea. I am in favour of dealing with employees individually or collectively, in so far as staff matters are concerned, and discussing things with them and taking advice from them. I am not in favour of taking the responsibility out of the hands of those responsible for the department, but I am in favour of having a set practice to administer individual cases and staff matters in general.

[Mr. N. F. Parkinson.]

Q. So you would have been favourable to the application of Whitley council principle in your department?—A. If that is a feature of it, I have no objection.

Q. How does it come that you concurred in the report which seems to take the other view?

Mr. CHEVRIER: He said he did not think it would work. That is what he said in his report, but he might have got Mr. Shaw's idea that it worked one way.

By Mr. Shaw:

Q. In the report of the deputy ministers, in which you say you concurred, apparently they did not think this Whitley council scheme was a feasible one at the present time.—A. I could not say.

Q. Did you agree with them?—A. I agreed with that report as a whole, yes. My own personal opinion is that if the Whitley council arrangement is as we are discussing it now, it is satisfactory. I do not know that it will improve matters very much, because after all, any administrative official is going to discuss staff matters with his staff, either individually or as a whole. I have discussed matters of that kind with representatives of our staff organization, and I have always made it quite plain that I would be perfectly willing to discuss any features in connection with staff matters at any time. They have brought me individual cases at times, and they have discussed or advised in connection with staff control with me.

Q. Referring to the question that we were discussing a moment ago, is there considerable difficulty with the Board of Pension Commissioners, not only in Ottawa but outside of Ottawa?—A. What do you mean by difficulties?

Q. Considerable friction?—A. I do not think so. We have heard a good deal of discussion, of course, but I think that is pretty well outlined in the Report of the Royal Commission recently tabled.

Q. I was speaking about the relations of your department and the Board of Pension Commisioners. Has there not been considerable friction, not only in Ottawa, but outside of Ottawa?—A. That is natural in any reorganization. If you wipe out one branch and put in another branch, we have friction.

Q. As I understand it the Board of Pension Commisioners is judicially appointed, and as far as their decisions are concerned, you have no control over them at all.—A. None whatsoever.

Q. And the result is that they are not under you.—A. They are not under me at all.

Q. Are you under them?—A. No. They simply tell me their decisions as far as the pension is concerned. They tell me "This man is entitled to $20 a month," and I just pay it.

Q. Do you suggest that the man who is looking for a pension must go through your department before he can get it?—A. He may apply direct.

Q. But that is not the procedure.—A. In some cases they might write direct to the Board of Pension Commissioners, and he will apply to the local office for examination.

Q. The local office of what?—A. The department of Soldiers' Civil Re-establishment.

Q. In the working out of this business between you and the Board of Pension Commissioners, each of you is independent of the other?—A. Yes.

Q. Have there not been instances of considerable friction, not only in Ottawa but outside of Ottawa?—A. I do not think so. I might say that so far as the relations between myself and the Board of Pension Commissioners is concerned, we work in rather close harmony. They have a different opinion to mine sometimes probably, but that does not cause any friction in our work.

Q. And yet they walked up to the Ralston Commission and suggested that they should be given charge?—A. Yes, because in their opinion—

Q. In that opinion you did not agree?—A. No, I did not agree. First of all, they are not responsible to any minister of the Government, and they are handling too much money to do so without direct responsibility to the Government, to my mind, but that opinion does not cause any friction between the Commissioners and myself.

Q. I heard references to it outside of Ottawa.—A. A lot of people try to make mountains out of molehills, and largely to their own advantage at times,—people who want to get better jobs take exception to certain things. As I say, there was a difference, I won't say between the Board of Pension Commissioners and myself, but between certain Commissioners and myself.

By Hon. Mr. Copp:

Q. Do I understand that applicants come to your department?—A. Yes, and we examine a man and tell the Pension Board what his condition is, and they award the pension.

Hon. Mr. COPP: And you get a report that he has been awarded so much pension, and you pay it.

By Hon. Mr. Marcil:

Q. But you have nothing to do with their decisions?—A. No.

By Mr. Shaw:

Q. Would not your medical officers have anything to do with the decision? —A. No, because they are on the Board of Pension Commissioners' staff.

Q. Take for instance a man who applies for a pension out in Calgary. He cannot come to Ottawa?—A. No.

Q. So he applies to the medical man there?—A. Exactly.

Q. And the medical man sends his report to you, and then it goes to the Board of Pension Commissioners?—A. Yes, but he is not awarded his pension on that. His record overseas will be taken into consideration. There would be no use of the medical man saying that the man had a certain disability which he contracted on service, if he did not have his record overseas.

Q. Your officials, the officials of your department, have the say as to the man's disability at the present time?—A. Yes.

By the Chairman:

Q. Your officers state the present condition?—A. Yes.

Q. And the Board of Pension Commissioners' physicians analyze the case? —A. Yes.

Q. And they take the opinion of your doctors?—A. Yes, and his record overseas.

By Hon. Mr. Marcil:

Q. And they increase or reduce the award?—A. Yes. I want to explain a point in connection with applications to the department, that that examination is linked up with the necessity of the man applying for the treatment. If a man comes to us for treatment as to his disability, there is no person who knows his condition better than the doctor who treated him; and if we had two systems you would have duplication of services. A man might go to another town for pension examination.

By Hon. Mr. Copp:

Q. Supposing that an application comes from a man in Calgary for a pension, and he applies to your Board there, and they turn it down, can he do

anything?—A. Yes. They can turn it down, if they think it is quite obvious that he is not entitled to it.

Q. Or he can send it to your department and you can turn it down?—A. No, we have information as to his record to transfer to the advisers of the Pension Board.

Q. Can your department prevent him from going before the Board?—A. We could, but if the man was satisfied that he had any claim, he would not rest at that. He can communicate with the Board at any time, and then again, he may apply to the Board of Appeal.

By Mr. McBride:

Q. When a man applies for a pension, and the doctors examine him, is he entitled to a copy of their report to you?—A. He is not entitled to a copy, but he can see it.

Q. He has a right to see it?—A. Oh, yes, he has to sign it.

Q. I might say that there was one case where the man was refused, that I was interested in?—A. He was refused to be shown the report?

Q. Yes, I went up there and he was refused.—A. You might be refused unless you had a written authorization from the man to see it.

Q. The man was there, too.—A. He was?

Q. Yes.—A. That is a peculiar circumstance, because any man is entitled to see his report as to his condition.

Q. And he would not be allowed to take a copy of it?—A. No, he would not be allowed to take a copy.

Q. Don't you think it would be fair—of course, I am breaking the rules, but do you not think it is but right that he should have a copy of that?—A. I cannot see any advantage in it, and I can see a great deal of harm. These reports and examinations of course contain not only personal but confidential information as far as the man is concerned. There is no object in having these things spread around in the country. We have applications by the dozen from insurance companies, asking as to a man's condition and record.

By Hon. Mr. Marcil:

Q. It is in the interest of the man that he should not receive it?—A. Yes. We will not let anybody examine the file unless he has the written authorization of that man. We did allow examination during the Royal Commission, but that is a different arrangement, but the man can see his reports at any time. We would not let a man see his whole file, but we would let him see any information respecting himself on that file as to medical reports, and so on.

Mr. CHEVRIER: Did I understand that Mr. Shaw wanted to put in a certain list of cases that he wanted to have explained?

Mr. SHAW: I was going to give witness a memorandum, and he was going to send the information to me.

By Mr. Chevrier:

Q. I will just give you the name of one man, and you might explain that later on—George H. Sleeman.—A. I have it here. I will leave it here, if you wish. I think it was presented by Major McKeand in his evidence. It deals with that subject in general. It was a case of a man who was a permanent civil servant who was retired from the department. There was some other stuff put in by Mr. Hodgson, of the Amputation Association. I have some evidence here in that connection. I will leave that with you if you wish. He was discussing certain training features with other departments of the Government for training men in their employ.

Mr. SHAW: There was a gentleman here one night who wanted to give evidence on behalf of some employees of different departments. I think it was a Mr. Barber. He was speaking on behalf of a number of people.

The CHAIRMAN: One of the representatives of the Civil Service?

Mr. SHAW: I think he was. There was not any correspondence as far as I know.

By the Chairman:

Q. What was the evidence given by Mr. Hodgson?—A. I have it here. (page 423 of the evidence).

Mr. CHEVRIER: I suppose it should be pointed out that there is a mistake in the paging of the evidence—100 pages repeated twice.

The WITNESS: The mistake comes after page 423. If you wish I will table those two documents. If I may make a short statement in connection with some evidence that has already been presented before you dealing with preference proposed and now given to disabled ex-soldiers in the service. In reading over some of the evidence presented by Mr. MacNeil, I felt there were one or two points that should be mentioned that had not been dealt with sufficiently. The disabled ex-soldier who returns to Canada is entitled to pension from the Government to the extent of his disability that he contracted overseas. If it is a severe disability he is limited in the type of occupation that he may follow. There are very few disabilities up to 80 per cent, where a man cannot obtain employment of some sort in ordinary industrial life, provided the employer or the government is willing to provide a certain amount of training, and the employer is willing to go to some effort to rearrange things if necessary in order to give him particular employment. In connection with our vocational training work, we surveyed very carefully many occupations among industries, with a view to determining the nature of the occupation, the nature of the work, and the nature of the disabilities that a man can and cannot have in order to carry on that occupation. The results were rather astonishing. There were very few occupations that could not be carried on by a man with some form of disability. It is just a question of selection and placement. Speaking of examination, and the advisability of giving the ex-soldier, and particularly the disabled ex-soldier, a certain amount of preference in written examinations—

By Mr. Chevrier:

Q. Have you been able to strike at any average or any point where the disability to a returned man would be such as to preclude him from doing labouring work, for instance, the ordinary labourer's job?—A. The ordinary labourer, that is to say, the man who is doing pick and shovel work, is much more handicapped. That occupation is much more limited as far as disability is concerned than probably jobs involving just as heavy work but requiring only the use of certain functions or certain portions of the body.

Q. I know that is probably one of the hardest jobs, but say a carpenter. Of course, this is purely theoretical.—A. There are many types of carpenters. There is the rough carpenter who does building construction work on the outside. You will have difficulty in placing a disability on that job. On the other hand, you have carpenters who are specializing in shop work, and so on. You can place disabilities on those jobs. The ordinary labouring job that I class as a rough job, and the man is a labourer from the engineering point of view, is a rough carpenter, or a cement mixer—your ordinary labourer on construction work—your man who digs in your excavations, and so on. All these are classed as labourers.

Q. What about lighthouse-keepers, stonemasons, and plumbers?—A. All these jobs, of course, to a varying extent may be filled by men with certain disabilities.

Q. It may be purely theoretical, but I would like to get some idea as to where the line might be drawn with regard to the disabled men?—A. You cannot do it by percentage disability; you have to consider only the nature of the disability. You might put a man with 80 or 90 per cent disability on a certain job, and he might fill it up to 100 per cent. But he would be limited to one or two particular jobs. If he goes out he has only the chance of finding a few jobs for which he would be suitable. Another man might be on the same job with only 10 per cent disability, and he might be useless.

Q. Suppose you had a man who suffered from a 60 per cent disability, is there any limitation?—A. Sixty per cent disability might be anything, it might be due to a lung condition, or to the amputation of an arm, or to the amputation of the leg at a certain point.

Q. I have gathered from the evidence that it was graded according to the loss of an arm or a leg?—A. No, the loss of a leg at a certain point always means a certain amount of pension, but there are other disabilities that bring the same amount of pension. I was going to give you a statement in connection with written examinations. Any man who has been away from close study—take for instance a professional man who has been away from study that would prepare him for examination; the man may be, for instance, a particularly expert lawyer; he has been practicing for many years, and he is put up against a certain type of legal examination. He would not have the same chance as a boy who has graduated from the college for a certain type of examination. The same thing applies to others. Take the man who has been overseas, for three, four or five years—take him away from close application to the work he has been doing and subject him to a written examination, and he is under a certain handicap by reason of that fact, and also by reason of the fact that it is very difficult for a man who has been engaged in outdoor work, such as the men were up against overseas to immediately apply himself to concentrated study. I do not say that we should continue to excuse the ex-soldier in not wanting to do work, because eventually they will have to get down to it, and we are following that idea very closely in our department; but certainly you have to admit that a man has difficulty in concentrating on detailed study in order to prepare himself for an examination after returning from overseas service. In the third place, the men who have suffered disability are at all times going to be a responsibility to the Government, and to the people of Canada, to a certain extent. The man with an amputation, for instance, as he gets on in years, if he suffered that amputation overseas he gets a certain pension, but if he becomes helpless and is out of employment, there is going to be a demand that he be taken care of. It is questionable whether the Government will be able to sit back and say, "You have got your pension, and we have nothing more to do with you." I mentioned the other points which I wished to speak of first because I wanted to point out that the great majority of those men who were pensioned for disability can be employed in some occupation, provided that careful selection is made of the occupation. To my mind, there is no other employment which more readily offers itself to disabled soldiers than the Government service. It is the type of employment most suited to disabilities. It offers clerical employment on a scale that is available in very few other concerns in Canada. Many clerical appointments in the outside Government service are now filled by females, and while I do not say that the ladies should not be employed, I feel that it is a good thing to be self-supporting and to be engaged in remunerative occupation; nevertheless, I feel that the Govern-

ment owes a first responsibility to the disabled ex-soldier, and in the second place, if the Government and other employers do not take care of him now, they are going to be faced with a demand to employ him later on. He can only be placed in certain specialized occupations, and the sooner we get him placed, and working, the better for himself, for the Government, and the people of Canada.

By Mr. Parent:

Q. How many Ministers have been at the head of your department during the last four or five years?—A. Two.

Q. Who are they?—A. Sir James Lougheed, Dr. Manion and now Dr. Béland.

Q. Was Mr. Guthrie not one of the ministers?—A. No, he was Minister of the Militia department, sir.

Q. I understand that Mr. Guthrie stated that his department had disappeared?—A. I believe he did. He is of the same mind as the Board of Pension Commissioners.

Mr. SHAW: Do you mean the Militia department, Mr. Parent, or the D.S.C.R.?

Mr. PARENT: The Soldiers' Civil Re-establishment department.

The CHAIRMAN: Are there any further questions?

By Mr. Parent:

Q. Do you think that Mr. Guthrie was right in advising that his department had disappeared?—A. No, I do not think so, for the reason that I think it would be difficult. His recommendation was different in this respect, that he recommended that it be amalgamated with the Militia department. This meant that it would come within the army regulations. The men are in civilian hospitals, and are under civilian control, and there would be objection to them going under military control again.

Witness retired.

The CHAIRMAN: I do not think that we should hear Dr. Roche to-night. We will adjourn.

The Committee adjourned until Wednesday, May 16, at 8 o'clock p.m.

WEDNESDAY, May 16, 1923.

The Special Committee on the Civil Service Act of Canada met at 8 p.m., Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: The witness for this evening is Dr. Roche, Chairman of the Civil Service Commission.

Hon. W. J. ROCHE, M.D., called, sworn and examined.

By Mr. Chevrier.

Q. You are Chairman of the Civil Service Commission?—A. Yes, Mr. Chevrier.

Q. When were you appointed Chairman of the Civil Service Commission?—A. In October, 1917.

Q. Who appointed you, Doctor?—A. The Governor in Council.

Q. By Order in Council?—A. Yes.

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Q. Since then you have exercised the functions of the Chairman of the Civil Service Commission?—A. Yes.

Q. Previous to taking that post, what was your occupation, Doctor?—A. Previous to that?

Q. Yes.—A. For six years I was Minister of the Interior, and Secretary of State. Prior to that, I was a practicing physician and member of Parliament, for twenty-one years.

Q. So you were appointed in 1917, and the Act of 1918, of course, was not then in force?—A. No.

Q. Previous to 1917 then, you administered for six years under the 1908 Act?—A. Yes, commencing in 1911.

Q. Up to 1917?—A. Yes.

Q. How did you find that Act to work out?—A. Well, I think the Act upon the whole was a great improvement in many respects upon the methods in vogue prior to that Act. It was a step in the right direction. Of course, it only applied to the inside service at Ottawa.

Q. How did you find that Act to work out with reference to appointments to the service?—A. Well, in connection with the inside service, competitive examinations upon the whole gave very fair satisfation. There was a number of appointments made, to be sure, that did not come from the Civil Service Commission, and that were paid out of the outside vote, even though they were resident at Ottawa.

Q. Did you have very much to complain about as regards section 13, about the appointments which were to be made by competitive examination to be held by the Commission? Did you have any trouble with that section?—A. Of course, personally, I did not have any trouble, no.

Q. You did not have any trouble?—A. No.

Q. How did you find section 18, of the 1908 Act to work out, that is from the list that had been made out, "The Commission on the application of the deputy head, with the approval of the head of any department shall supply the required clerks, whether for permanent or temporary duty?"—A. I use to hear considerable complaint about that section on the part of disappointed candidates. They did not like the idea of having to go up again—for instance, if 50 only were requisitioned for, and they took sufficiently high marks to pass the qualifying examination, but did not come within the 50 required, sometimes they would have to go up a second or third time before they got within range of the successful candidates. They rather objected to that, that having taken a sufficient percentage to pass, they should not be called upon to pass an examination the next time.

Q. Was that the only difficulty that you experienced with reference to that section?—A. I would consider that that was the principal difficulty.

Q. How did you find that section 24 to work out, for the promotions, that they shall be made by merit by the Governor-in-Council upon the recommendation of the head of the department, based on the report in writing of the deputy head, and accompanied by a certificate of qualification by the Commission to be given with or without examination, as is determined by the regulations of the Commission. How did you find that to work out?—A. The promotions made under that section, I would say a good deal of fault was found with them, which was voiced at the time the 1918 Act was up for discussion in the House of Commons Committee, and in the Senate Committee. The civil servants themselves, a great many of them—in fact the change was made in the instance of the civil service. Mr. Maclean who was father of the Act, you might say, had interviews with the Commission, the deputy ministers, and Civil Service organizations, and that was one of the provisions which they complained about, and—

Q. What was the complaint, Doctor? You have said they complained but I do not know yet what it was?—A. They said that under that section it was open to favouritism.

Q. Under section 24 it was open to favouritism?—A. Yes, sir.

Q. From 1911 to 1917, did you have any knowledge of any complaint being made in your department of promotions having been made by favouritism?—A. Of course, I heard complaints being made about those who were selected, yes. I experienced that in my own department.

Q. Did you not have the right to remedy it?—A. I had the right to go into one branch, or at least the deputy minister had nominally the right to make the promotions, to recommend the promotions with the Governor in Council approving of the recommendation. Of course, it was not considered that the Governor in Council should be bothered with such things as promotions at all; the Governor in Council knew nothing whatever about these people and it was done on the recommendation of the department, but the deputy minister or the proper official nominally had the right to make the recommendation to his chief. Frequently he did not do it, though, and frequently he was not allowed to do it.

Q. By reason of what?—A. By reason of the fact that the minister was the head of the department, and a deputy is supposed to voice the expressions of his chief, and naturally the minister was subject to all sorts of pressure from —not the candidate particularly—but the candidate's friends, personal and political, and undoubtedly it had an effect upon him, no matter who was there in the capacity of minister.

Q. If that was the case, then the law was not being followed out, because it says that promotions, other than from the third to the second division, shall be made for merit.—A. Yes.

Q. Then the Act was all right, but somebody in certain instances, might have broken the law?—A. Yes.

Q. But the law itself was all right when it said that it should be made for merit?—A. The question was how to determine that merit.

Q. Had you no means of determining who was meritorious?—A. No practice. he complaint made by the employees was to the effect that the deputy would go, say, into a branch where there was a vacancy, and he would select a man for promotion—probably a good man, but not necessarily the best man. The others would not have, as they said, a look-in; there would be no method; there was no competitive examination to declare as to which of them was better entitled to the promotion.

Q. Now, just on that point; promotions to-day are not made by competitive examination, are they?—A. Yes.

Q. By competitive examinations?—A. Yes.

Q. All promotions are made by competitive examinations?—A. Yes.

Q. None are made simply on ratings?—A. You are discriminating as between competitive ratings and competitive examinations. I do not mean that in every instance promotions are made by written competitive examination, not at all. All the employees—when a vacancy occurs in a branch, it is advertised within the branch, inviting eligibles who are supposed to compete. Now, they are all given comparative ratings by their chiefs, by the deputy ministers, which are sent to the Commission, and therefore each one has the opportunity afforded him of having his merits compared with the merits of his competitors.

Q. But, up to the present point, that is always under the supervision of the deputy minister or the departmental officer, just as it was in the old days, up to this point. The rating is given by the deputy minister or the officer in charge? —A. Yes.

Q. At the present time?—A. Yes.

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Q. In the old days it was purely and simply one stroke of the pen by the deputy minister. Up to this point, there is not very much difference. Now, probably as you go along we may find if there is a difference?—A. The difference consisted in a comparative rating of the various eligibles before one man was selected alone. He may have been the best man; in other instances I am satisfied he was not the best man, and that man was recommended to the Governor in Council by the head of the department and promoted.

Q. But on that score, there was always the sanction and the authority for a deputy minister and a minister, if an improper promotion was made due to favouritism or otherwise; there was somebody who was responsible?—A. Yes, somebody is always responsible.

Q. But now, to follow out the difference between the two systems of promotions; under the old system the deputy minister made the recommendation. Under this present system, the deputy minister or the chief or the head of the department makes the recommendation in the form of a rating. Is that the end of it?—A. Occasionally, sometimes quite often.

Q. Quite often that is the end of it?—A. Quite often that is the end of it.

Q. And it goes to the Commission and the Commission acts upon that recommendation?—A. Yes.

Q. So unless you can show me, Doctor, the difference between the old system and the present system, except that under the present system the deputy minister sets out five or six or ten names with a comparative rating, I have not seen yet the difference.—A. Do you not mean—.

Q. Just on that point.—A. That is a very essential difference. It is really more acceptable to the employees when they know that they have had their merits considered in competition with their fellows. Before that, they said they were not given any consideration at all.

By Mr. Rinfret:

Q. Do you always promote the man with the highest rating?—A. Sometimes, where there are some other considerations, we do not. For instance, where the rating the head man has got is a higher rating because of seniority, say, the second man might have a higher rating on efficiency or fitness for the new position.

Q. But both ratings would be given by the deputy minister?—A. The seniority is given by ourselves.

Q. The only difference between the two systems, then, is that you do not always follow the highest rating, because if you do follow it you are practically doing what the deputy minister was doing before 1918?—A. No, the deputy minister did not act that way prior to 1918.

Q. I fancy he might as well rate a man high as promote him himself?—A. Sometimes a deputy only nominally did that, his minister actually controlled the situation.

Q. He might do that now?—A. I wish to give that credit to the ministers, they have not been doing it.

Q. I do not see the difference, if you follow the highest rating, but if you tell us you do not, there is a difference.—A. Mr. Rinfret, sometimes we do not, in this respect, as I was telling you, if the higher rating is higher by respect of seniority; but the second man, say, has a higher rating on efficiency and fitness for the new position, then we supplement that rating by a written competitive examination, and then we take the rating of the department in conjunction with the result of that written examination.

By Mr. Lewis:

Q. This is not given just immediately before the vacancy occurs; you give the rating all the way through, every year?—A. Of course, you know this rating is when there is a promotion taking place.

Q. Is a man not rated and given certain credit at all times, the same as in the Post Office department, for instance?—A. I am sorry that every department has not as good a system as the Post Office department. They have efficiency ratings in their department, which really should be in all departments.

Q. I understand from Mr. Coolican that they have an examination every year?—A. Yes.

Q. And then when a promotion takes place this examination or rating is taken into consideration?—A. Yes.

Q. But in other departments it is not necessarily so?—A. Yes.

Q. So the rating is given just at the time of the vacancy?—A. Yes.

Q. Which would also bear out the fact that the deputy might increase the rating if he had a favourite?—A. Yes, only he has to go on record, and each competitor is allowed to see his own rating.

By Mr. Chevrier:

Q. So the only difference, Doctor, is that under the old Act an employee, a civil servant did not know whether he had been rated at all or not, and under the present system the deputy minister has to go on record, by giving ratings? —A. Yes.

Q. You have had experience as minister under the former regime—by that I mean the former Act. What do you say about the minister's and deputy minister's authority? Was it greater than it is under the present system?—A. Undoubtedly.

Q. And was it a pernicious adjunct to his position?—A. You mean the additional authority he had?

Q. The additional authority he had then?—A. Apparently Parliament must have thought so or they would not have changed the Act.

Q. Maybe Parliament did or did not, but you have had that experience of being a minister under that regime, and you are now a Commissioner under this regime. I would be grateful to know what you have to say, your own opinion?—A. On that point of promotions, I think the present system is a superior and fairer system to the employees generally, and they feel that, too, than under the Act of 1908.

Q. And that is simply because the deputy minister has to go on record?— A. He has to give them all a comparative rating which they did not have before.

Q. But it does not obviate the fact that if the minister to-day wants to give a man a rating of 90 per cent when he is only entitled to 75 per cent, he can do that?—A. All systems have their weaknesses. This is not perfect, but I think it is an improvement on the old one.

Q. In the old days, he gave him no rating at all?—A. No.

Q. To-day, if he wants to favour a friend he can give a rating much higher to that one than to the other?—A. That is very true.

Q. And unless there be something very very special to raise any suspicion, his recommendation is followed by the officials of the Commission?—A. Unless there should be something apparent to the Commission of a suspicious nature; then we would ask to supplement that by a written examination.

Q. But that something special that would raise a suspicion would be in the nature of what?—A. For instance, if you found a deputy minister giving 100 per cent on efficiency and 100 per cent on fitness to an employee that the Commissioners knew perfectly well was not a 100 per cent man, that would create suspicion.

Q. Yes, but on the other hand, I suppose it is very seldom that these two ratings are given?—A. We have experienced it.

Q. But in view of that, if a deputy minister were dishonest and had had the past experience, he would not give a rating of 10 per cent; he would give

a rating of 95 per cent or 90 per cent, and what means would you have to doubt the veracity of the statements, in order to determine that an investigation should take place? You say that the Commissioners would know?—A. Yes, and then besides—

Q. You say the Commissioners would know that. You do not mean to say that you would have personal knowledge of the fitness and qualifications of every civil servant?—A. No.

Q. Who would know that?—A. I had a particular case in mind when I answered you as I did, and I did happen to know the employee; he was a good faithful, industrious employee, but far from being a 100 per cent man.

Q. Supposing in the post office in Montreal, or the post office in Halifax, or in the post office at Vancouver, the postmaster or the deputy postmaster, or whoever was in charge there, would give a rating, what would appear to be an ordinary rating of 90 per cent, and another one of 85 per cent. There would be nothing there to raise your suspicion?—A. No, there would not.

Q. And yet it might be a dishonest rating.—A. It is possible.

By Mr. Rinfret:

Q. Is there any appeal from these ratings?—A. Sometimes. Sometimes the disappointed candidate appeals to the Commission.

By Mr. Lewis:

Q. Under the Civil Service system, a rating is much more satisfactory?—A. Yes.

Q. They feel there is an independent commission looking after the ratings? —A. That is the representation that we get from the employees themselves.

By Mr. Chevrier:

Q. They are particularly satisfied, then, with the rating; is that your argument?—A. You heard the evidence given here by the two head men of the organization of the Customs Branch, and they would not go back to the old system.

Q. That may be, but I am not concerned very much now with their evidence; I am concerned with your evidence. Do you say the employees themselves are satisfied and delight in this system of ratings; that that is more satisfactory than under the old system?—A Undoubtedly.

Q. What is your reason for saying that? Have you had a census taken, or is it an expression of opinion, or what?—A. We have had representations made to us on many occasions by representatives of Civil Service organizations.

Q. I will just put it this way—if the deputy minister under this present system can give a rating to his own place, I would be very candid in admitting that I cannot see where the check is. Then, to pass away to another aspect of the situation, when you were minister did you have to do with the employment of any people in the outside service?—A. Oh, yes.

Q. Were they subject to any competitive examination?—A. No, except perhaps in a few cases.

Q. How were they selected?—A. They were selected, many of them, through the minister.

Q. You were Minister of the Department of the Interior?—A. Yes.

Q. One of the largest departments?—A. Yes.

Q. And all the land agents, and sub-land agents, and other officers, who lived in the western portions of Canada represented a considerable portion of your employees?—A. Yes.

Q. And that was called the "Outside Service"?—A. Yes.

Q. So that those positions were not filled by competitive examination?—A. No.

Q. But were left to the minister?—A. Yes.

Q. Under that system did you find that more clerks were being employed than should have been employed?—A. Well, I have no doubt in my own mind that more employees got into the service under that system than under the present system.

Q. Your reason for saying that is what?—A. The reason is because of the pressure that was brought to bear on various ministers to find employment "for this poor devil that was out of a job."

Q. You were minister from 1911 to 1917. Do you recall any of these positions having been filled due to pressure brought to bear upon you?—A. I will have to frankly confess that I appointed employees, more than I think the service demanded, and that was under the old system.

Q. And those officers were absolutely supernumeraries? They were not at all required for the general administration of the department?—A. The service could have got along without them.

By Mr. Rinfret:

Q. Are they still in the service?—A. Some of them, I think, are in the grave at this moment.

Q. But you still say they were needed?—A. I would not attempt to say what is needed now. I have not been a minister of the department since 1917.

Q. Well, I understand that you appoint a man, or the Commission chooses a man, when the demand is made from the department.—A. Yes.

Q. Well, then, there could be an extra man, as there existed in your time?—A. Yes.

Q. You could not check that at all?—A. Well, it is apt to happen still, but not to the same extent.

By Mr. Chevrier:

Q. Now, let us take the Deputy Ministers' Report. I suppose you have a copy of it there?—A. Yes.

Q. The Deputy Ministers' Report (page 2, section 43, of the Civil Service Act) relating to appointments reads as follows:—

> "Appointments to the Civil Service shall be upon competitive examination. Whenever a vacancy in any position in the Civil Service is to be filled the Deputy Minister shall request the Commission to make the appointment. The Commission shall thereupon appoint the person whose name stands highest upon the eligible list for the class in which the position is found and who is willing to accept the appointment; in case there is no eligible list for the class, the Commission shall forthwith hold an examination, and, if necessary, to prevent any serious interference with the public business, but not otherwise, may fill the position at once by making a temporary appointment as described herein."

And then they recommend on page 3:—

> "That appointments to professional and technical positions, or to those of assistant deputy ministers, heads of branches, and all officials in the higher grades, say those appointed to positions for which the minimum compensation is $2,400 per annum, or over, be made by the Governor General in Council on the recommendation of the head of the department based on a report in writing from the deputy head."

Have you any criticism to find with reference to that recommendation?—A. Well, of course I have not changed my mind any in regard to how those appoint-

ments should be made from the attitude I assumed when the Spinney Bill was up; I took strong grounds against any change upon that occasion.

Q. What was the reason for that?—A. The reason, as set forth in my evidence before the Committee of Investigation at that time, was much to the same effect as in connection with the promotion examinations, namely, that you will have a much better chance to get a better official in open competition than you will through individual selection. That was the attitude I assumed on that occasion.

Q. And you think that a minister who is desirous of promoting the very best interests of his department, and carrying the responsibility that goes with it, will let his deputy minister select a man who is not at all fit for the position? —A. I would not say that, because many excellent men have been selected under the old system, but that is not a defence of the system if you can get a better man through competition.

Q. Did the service to your knowledge suffer from the method of appointment to technical and professional positions under the 1908 Act?—A. Section 21 was passed.

Q. Did you agree on that?—A. That was the technical position?

Q. Yes. I think we agree that the words "or otherwise peculiar" are absolutely obnoxious, and that they should be absolutely struck out. Let us take section 21, leaving out the words "or otherwise peculiar". After those words have been struck out of that Act, how would that section have operated? —A. It would be less injurious.

Q. Where was the injurious operation of the Act, if you took that out?—A. Individual selection as opposed to open competition.

Q. Now then, the basis of that statement is simply theory?—A. Oh, no, actual practice.

Q. Have you any evidence that under that section appointments were made where it was wholly or in part professional or technical, not using the words "or otherwise peculiar"—that appointments made under that section were bad appointments?—A. Of course, there, I have not taken any census of those that were appointed under that section, but I do know that that section was utilized for bringing men into the service who should not have been brought in.

Q. I agree with you. Any Civil Service system as it was carried out then, I would oppose, but can you say that all those who were appointed, not under the words "or otherwise peculiar," but under the other words, were not competent men for the position for which they were selected?—A. That is a pretty broad question. I would not wish to take the responsibility. They might have been and I know nothing about it.

Q. When you say that the present system obviates to a degree section 21, then it simply obviates the injurious effects of these three words?—A. Oh, no, I am satisfied in my own mind, and I am sure I am voicing the sentiments of the Commission, that we can get a better class of men through throwing it into open competition than we can by allowing a deputy, nominally in some cases, and in reality in others, to go out and select a man.

Q. In your mind, have you any cases where the deputy minister did appoint in that way technical men who turned out to be unfit for the position?—A. I would not like to individualize.

Q. Do not name them. I will take your word. Have you in your mind any cases where there were misfits appointed under this section?—A. Yes. I cannot say that they are very numerous because I have not taken the census of them.

Q. There were a few mistakes made under that section, with all due deference to the present system; it does not approach that degree of perfection

to which everybody would like to see it reached, so it is susceptible of making some mistakes?—A. Yes.

Q. Under the present system, would there be the possibility of making just as few mistakes as were made under that section 21, or is it absolutely waterproof in every respect?—A. Oh, no, this section can be abused, but I think the evidence that was adduced before this Committee by the men who are in the best position to judge, namely, the men connected with the Professional and Technical Institute, is the evidence against going back to the old system and they are against going back to the old system, and are in favour of the present system.

Q. You disagree with the deputy ministers, who in their own minds think that those appointments should be left to them. You disagree with them?—A. Undoubtedly.

Q. And your opinion is not simply due to the fact that you are administering this law, is it?—A. Not at all.

Q. Now then, they proceed to recommend:

> "That there are certain outside services, such as employees in offices outside of Canada, rural postmasters, etc., as to which it is impracticable to apply the provisions of the Civil Service Act reasonably, and these should be removed from the application of the Act, a list of such services to be supplied by the various departments."

What have you to say about that?—A. We have acted in part upon that already. As you know, out of 11,500 men say, approximately, we have exempted some 7,159 men. I think that was the number.

Q. You said that out of 11,000 what?—A. Postmasters.

Q. You have excluded about 7,000?—A. About.

Q. As to these exemptions, I suppose this is an accurate statement. This is Sessional Papers No. 102 of Friday, the 7th of April, 1922, entitled "Report for the year 1921 of Positions Excluded under the Provisions of Section 38B, from the operation of the Civil Service Act, 1918, as amended by Chapter 22, 11-12 Geo. V." Now, I find there the provisions that were exempted. There is the manager of the Parliamentary restaurant on the 5th of February, 1921, and the Chaplain on the 11th of July, 1921, but then I find that Commercial Intelligence service, Department of Trade and Commerce, and a few employees outside of the Dominion of Canada, with the exception of trade commissioners and assistant trade commissioners; clerks, Commercial Intelligence service; senior clerk bookkeeper; senior clerk stenographer; clerk stenographer; clerk typist; clerk; junior clerk stenographer; junior clerk typist; junior clerk; translator or interpretor; junior translator; messenger clerk; office boy; and commercial agent, were exempted by Order in Council of the 19th of September, 1921. I gather that the reason given there is, "It was agreed that the Commission could not fill the positions proposed for exemption by any other means than departmental representation, that the salaries depend entirely upon prevailing rates of compensation in respective countries, and that the whole management of the employees of trade commissioners' offices can be carried on much more expeditiously and without duplication of work, by the department". —A. Well, we could, of course. It is not absolutely impossible. It is easier from a departmental standpoint or an administrative standpoint.

Q. That is, that it would be practicable and more practical to remove from the operation of the Act these various positions?—A. Yes. Representations were made by the department that outside of Canada it was causing so much delay.

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Q. Then, on the 21st of September, 1921, all labourers, assistant labourers, foremen, labour foremen, and charwomen outside of the city of Ottawa were exempted?—A. Yes.

Q. Do you know the number of positions, the number of employees, that this meant?—A. Under that order in council?

Q. Yes?—A. Well, no, I do not.

Q. Have you any idea how many labourers, assistant labourers, foremen, labour foremen, and charwomen that would mean over Canada?—A. I would not like to say.

Q. Can you give me a rough guess?—A. I could tell you I think about approximately the number that were exempted under that order-in-council of June.

Q. Oh, no, I am not interested in June, 1922. I am interested in September, 1921. Could you give it to me within 500?—A. I would not attempt to.

Q. Can you find out?—A. I could find out from the departments concerned.

Q. Will you find out the number of employees?—A. Yes.

Q. Now, the reason for exemption was, "It has been the practice of the Civil Service Commission to allow the departments local selection in these classes, owing to the difficulty in administering a satisfactory system of examinations or tests." That was the reason?—A. Yes.

Q. And you made certain recommendations as to that being done?—A. Yes.

Q. Then, on the 14th of August, 1919, "all positions carrying an annual salary of not more than $200 per annum" were released. Now, going back to this order-in-council of the 21st of September, 1921, how did the Commission come to release these positions?—A. After the Spinney Bill investigation in June, I think in June of last year, the preceding session—it was agreed that it would be advisable for the deputy ministers and Commissioners to get in conference, consultation, as to what particular positions should be exempted, positions for which it would be found impracticable in the public interests to have competitive examinations. That was suggested by the Committee. Instead of the recommendation of the Committee to take away by Parliament, they were to leave it to the Commission itself after conference with the deputy ministers.

Q. That was the reason for the excellence of these results?—A. Yes.

Q. Order-in-Council No. 1053 dated June 29, 1922, released a certain number of positions?—A. Yes.

Q. Can you say what the effect of that was on the number of employees released? How many employees would Order-in-Council 1053 of the 29th of June release?—A. I think in the neighbourhood of 3,000 or more.

Q. It released 3,000 or more employees?—A. I think so.

Q. So that when the statement was made that what followed that order in council was taht 11,000 positions were released, that would be hardly accurate?—A. That would have to include those that were previously released.

Q. If that statement is right, that there were about 3,000 released under this order in council, and the statment was made that altogether 11,000 were released, it would mean that 8,000 were released under the other one?—A. There was an order in council previous to that of the 29th of June, 1922.

Q. But that released altogether about 3,000?—A. More than that, I think.

Q. I mean the order in council itself of June, 1922, with the additional classes that it released at that time by its own virtue only amounted to about 3,000?—A. I think that is approximately the number.

Q. But the effect of this order in council being retroactive, it released altogether about 11,000?—A. Yes.

Q. So that when that statement was made on the floor of the House by me, I was correct?—A. I think you were below the mark. I think it was 13,000 in all.

Q. I took the figure given to me of 11,000, so that if this order in council by its own effect had the effect of releasing about 3,000 positions, and if there were 11,000 released previously—

The CHAIRMAN: Altogether.

By Mr. Chevrier:

Q. 11,000, that left about 8,000 or 10,000 positions that were released previous to the passing of this order in council?—A. There were over 10,000 positions prior to the passing of this order in council.

By Mr. Rinfret:

Q. Do you mean released from time to time, or that had not been covered by the Act?—A. There were a number of individual positions released from time to time; grades that were included in the order in council of August, 1919, I think it was.

Q. Does that number include only the positions released from time to time, or generally, all the outside service positions that were not under your jurisdiction?

The CHAIRMAN: That would not cover the departments under the Commission.

By Mr. Rinfret:

Q. There has been no time in the history of the Act when there was a Civil Service Commission that covered all positions in the service?—A. No.

Q. That would be only the positions you released from time to time?—A. Yes, by order in council.

Q. You were aware that the deputy ministers recommended a list of positions to be exempted previous to the order in council that has just been alluded to?—A. Yes.

Q. The Commission took a certain number of positions from that list, and refused to exempt others?—A. That is true.

Q. Can you suggest any reason why they differentiated between that class of positions and the others?—A. There was of course a certain number of positions we did not have any doubt about at all that should be released, and we recommended those. There were other positions we thought we could handle better, that were capable of some competitive test or examination, and which we are handling very satisfactorily. We have not therefore met the wishes of the deputy ministers in all respects. In fact, I think they will admit that they handed in a larger order than they expected would be filled.

Q. The main question was whether a position could be submitted to a competitive test or not?—A. Largely.

Q. Well, in a large number of outside positions, is it not a fact that the only competitive test is the recommendation of the local inspector?—A. There has to be some kind of a test before that recommendation is sent in to the Commission. The onus and the responsibility is placed in many instances upon the departmental representative who gives the test, whatever it may be.

Q. Take the case of postmasters; how do you happen to differentiate between the $200 postmaster and the others?—A. For the same reason that Mr. Graham, the Postmaster General, explained to the House, how they treated those who had contracts for rural mail delivery, namely, that any person with a contract up to $200 could have it renewed without competition, but above that they threw it open to competition.

Q. Why; is there any reason for the $200?—A. Yes. Under $200 there would be practically little or no competition. We had to have an arbitrary line drawn somewhere.

Q. But there is no reason for it, it is arbitrary?—A. Yes.

Q. It might as well be $500?—A. Only that we find there is very much more competition where the salary is over $200 than where it is under. Therefore we are liable to get a larger number of applicants, and better men among the applicants.

Q. That is the only reason?—A. At many of these small post offices the difficulty is to get anybody at all—in a $60 post office.

Q. You leave it to the member, when it is hard to find a postmaster, but when it becomes easier it comes under the Commission?—A. I did not say we left it to the members.

Q. Who would make the appointment, under the $200?—A. The department.

By Mr. Lewis:

Q. Where a man is employed only half the time, where a man keeps a store and does other things, when a vacancy occurs do you find any difficulty in getting applicants for that position?—A. It is very very seldom that a post office goes begging for the want of some one applicant and, as you say, in the little corner store in the country it is very frequently a merchant who has the post office as well. There would not be any competition in his case.

Q. In a competitive examination up to $500 for a post office would the soldiers' clause apply there just the same?—A. Yes.

Q. But there would not be sufficient there to keep a man?—A. Not alone.

Q. Do you think it would be advisable to have those positions not under the Civil Service Commission, say up to $500?—A. I do not see the necessity for it. If I thought there was going to be an improvement in the system, I would not object, but inasmuch as we are giving and getting the very best satisfaction—I think I quoted in the investigation in 1921 that up to that time out of 3,800 postmasters appointed under the Commission there were complaints in less than one per cent. A system that works out so satisfactorily is not a very bad system, and my opinion has not changed since that time.

By the Chairman:

Q. Do you not think, however, that with the increase in the rural mail delivery there are many small communities in which the number of storekeepers is decreasing, and as a result of that, in the few places that want post-offices it is getting more and more difficult as time goes by to find a suitable store to use as a post-office? Do you not think that the difficulty is increasing, of getting postmasters with suitable post-offices?—A. I do not know about the older settled parts of the eastern provinces, but I must say that we have not had any representations to that effect from the Post Office department itself.

Mr. LEWIS: There would be nothing like that in the world, that I know of.

The CHAIRMAN: No.

Mr. LEWIS: $200 is rather a small sum for a village.

The CHAIRMAN: Yes.

Mr. LEWIS: Unless he was a storekeeper, you would not have many applicants for the position?

The CHAIRMAN: No.

Mr. LEWIS: It is a little on the low side.

WITNESS: Well, as I said before, I do not see any reason why, when we have a system that is working out so satisfactorily, if you will pardon the expression, if you bite off a little here this session and take another bite another session, the first thing we know we will be back to the old system. It does not matter what the individual opinion may be of the Commission, we have to sacrifice it if it

does not harmonize with the views of Parliament. Inasmuch as Parliament has placed a statute on the books, having as its object the abolition of patronage, we have to follow that and be guided by the results. I must say that the Post Office department has been co-operating with the Commission almost better than any other department, with the result that we are getting good results.

By Mr. Chevrier:

Q. Is it not due to the fact that the recommendation of the department is often given effect to, in about 95 per cent of the cases?—A. I think so. You are correct in the percentage, but we have to impress upon the applicants the fact that they must make it free from political influence.

Q. But it is left to the department?—A. Yes.

By Mr. Lewis:

Q. There is an examination provided for?—A. Not a written examination, it is given by the Post Office inspector of the district.

Q. The Soldiers' preference comes in?—A. Yes.

Q. Have you found many cases where the recommendations had not been followed?—A. In some cases they have not followed out a recommendation.

Q. But not extensively?—A. Not extensively.

By Mr. Chevrier:

Q. On the question of the $200, it is purely and simply a matter of degree? —A. Of degree—how?

Q. Under the $200 mark, somebody outside the Civil Service Commission makes the recommendation?—A. Yes.

Q. Do they get good men?—A. I presume they do.

Q. You have heard no complaints?—A. No, except on this score, the complaints voiced by Mr. MacNeil the other day.

Q. Giving the preference to the returned soldier and keeping that in mind all the time, would the same men, if they chose a postmaster to fill a position under $300, exercise the same judgment and discretion as they would select up to $200; the inference is that they would?—A. Yes. You are getting on delicate ground now. I know you are rather sensitive about anybody using the word patronage. You see what is at the back of this?

Q. I do not. I do not see why you put it down at $200. If they are giving you good service in their selections up to $200 I fail to see why they should not be as honest in making a selection up to $300 or $500. I agree that up to a certain limit it must be stopped, wherever you can get a proper, not a distorted competitive examination, and with all due deference to the Act I do not believe that any competitive examination is good written or oral: it is to my mind purely and simply a question of degree. You get a good selection at $200, and your official would be just as honest at $300, just as honest at $600, and just as honest at $1,000. I agree with you that there must be a limit somewhere.

Mr. McBRIDE: Wipe it out altogether.

Mr. CHEVRIER: No, do not wipe it out altogether, if my friend will pardon me for a moment.

By Mr. Chevrier:

Q. The moment you can put in a fair, honest, decent competitive examination, start with it there; if you will start in with a competitive examination for a postmastership at $200, why not do so?—A. Mr. Chevrier, up to a comparatively recent date the United States had written competitive examinations for all postmasters over $180. Recently they have amended that, to have it apply to over $500.

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Q. Would you undertake to hold a competitive examination for the appointment of a postmaster in Northern Quebec or Northern Ontario, or in the northern portion of the Northwest? I do not agree with the comparison that is made in certain respects of the Civil Service law in the United States and ours, because of the difference in population and means of communication. If our country was as thickly populated as theirs, there might be some reason for it. —A. In those isolated places you refer to, those would be the exempted positions.

Q. Quite. In those rural centres, where communications are not as modern as we would like them to be, and where you have difficulties, you leave it at $200. Up to the present time I have never understood why it was put at $200. —A. Pardon me for asking a question. Can you understand why rural mail contracts were not renewed at $300 or $500, just the same as those at $200?

Q. That might be because it was fixed arbitrarily.—A. So is ours.

Mr. CHEVRIER: But that does not excuse it. You and I will agree if we can get a principle, but if you put out an arbitrary measure I have the right to put one out too, and we will never agree. If we agree upon a principle, we are safe.

Mr. LEWIS: Is this not the principle? Take the $200, it is almost impossible to get men to compete for that. It is generally for the convenience of the public that a man takes the position, and they are glad to get anyone up to $200.

Mr. CHEVRIER: Is this not true, that at $201 they have competition?

By Mr. Rinfret:

Q. Can you give us the reason in the United States for raising the minimum up to $500?—A. They make a rule of having a written examination over $500, but all under $500 are appointed exactly as we appoint them here in Canada, through the Post Office inspectors, without a written examination.

By the Chairman:

Q. Tell us how the United States administration arrived at the $500 amount; was it arbitrary in that case?—A. Yes.

Q. So that it is just a question of judgment?—A. As to the likelihood of competition.

Q. Is it reasonable to consider that there is much likelihood of competition at an amount less than an honest day's pay?—A. Up to $500 a man would have to have some other allied business as well, and there would not be competition up to that unless he had another line of business.

By Hon. Mr. Copp:

Q. In the renewal of the mail contracts, rural or otherwise, the arbitrary rule is that up to $200, they have to be let by public tender?—A. Yes, sir.

Q. Can they not be renewed without public tender?—A. Only up to $200.

Q. Have you inquired into that?—A. No. I read that in Hansard.

Hon. Mr. COPP: I was wondering whether you knew it personally or not.

By Mr. Chevrier:

Q. If we are through with the postmasters—I was taken away from my argument for the moment—these positions that are mentioned in P.C. 1053 were released as a result of what?—A. As a result of a request from the departments in connection with that class of labour, that class of position. They felt that they could more easily and better handle them than through the Commission.

Q. I want to proceed as quickly as I can. They were released at the request of the Departments?—A. Yes.

Q. The positions enumerated in P.C. 1053?—A. Yes.

Q. They were released at the request of th departments?—A. Yes.

Q. You get your authority for that purpose where?—A. From the Civil Service Act.

Q. That is section 38?—A. Yes.

Q. The amended section No. 38?—A. Yes.

Q. I have not got it here, but we can agree upon it from time to time. The reason given in that section is that it was because the positions were not susceptible of an examination, or it was not practicable to hold a demonstration of skill for the filling of those positions?—A. I will tell you Mr. Chevrier, that while that was the wording of the order in council, because they followed the wording of the Act, I will frankly state that there are very many positions that are not practicable for some kind of competitive test. What influenced me in recommending the release of those particular positions was more particularly that I thought it was the wish of Parliament as expressed by members from every side of the House, and especially as it was shown during the investigation of 1921 that that was the class of positions they thought should be released under that section.

Q. If that is so, the law remains just the same, it does not affect section 38 at all; these 150 classes, or those that are mentioned in the order in council, contain a large number of classes wherein I suppose in the days that they were under your jurisdiction you did not appoint very often?—A. Not very often.

Q. You probably made one or two appointments in a year, and in others considerably more?—A. Yes.

Q. I notice for instance that you have released the electrician foreman, and you have not released the elevator man?—A. Yes.

Q. Now, I am not going through the whole list, but I would like to know the reason why?—A. I think I explained that once before to you to this effect that we believe we made a mistake in releasing the electrician.

Q. That mistake was what?—A. I think we should have had a competitive test for that particular class of position.

Q. Supposing so, that is for your discretion; but you have not released the charman though you have released the charwoman?—A. Well, I see no reason myself why the chairman should not be released if he is getting the same amount of pay. I think that if you will look at this class, you will find that we released almost universally, if not universally, those in that list that were on prevailing rates. That was an important factor in recommending their release.

Q. What would be the idea of releasing only those on prevailing rates?—A. The prevailing rates differ in different parts of the country—

Q. You have not released the elevator man and he is on prevailing rates? —A. I do not think that the elevator man is on prevailing rates.

Q. Is he not?—A. No, I think there is a salary schedule for him.

Q. You know that?—A. I am quite sure of it.

Q. You have not released the watchman or the caretaker?—A. No.

Q. Why?—A. Out of consideration for yourself, Mr. Chevrier.

Mr. CHEVRIER: Well now I am prepared to take any responsibility that goes with the job or with the office if it be necessary or incidental to it. I am not arguing that at the moment, but I shirk no responsibility. If people place their confidence in me, I have to take every thing that goes with the office. If you are thinking of me, I will take all the responsibility that goes with the office.

Mr. MCBRIDE: But others may not want it.

Mr. CHEVRIER: It is immaterial to me what others may want or do; I shall do what I think is my duty.

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By Mr. Chevrier:

Q. Were you going to give the reasons why you have not released the watchmen and caretakers?—A. Personally, I am not opposed to releasing the watchmen, the night watchmen for instance, where practically all the requirements are integrity, honesty and good physical condition.

Q. You say you have no objection to releasing them?—A. No.

Q. You have not released the lighthouse keeper?—A. No.

Q. What would be the reason for that?—A. Well, I think upon the whole, that our system has been working out very well. There may have been some delays in some cases, in remote places, but as a rule we have quite a little bit of competition for those lighthouse-keepers positions.

Q. In what way?—A. When positions are advertised we have quite a few applicants.

Q. Yes, in that way, but you cannot have a competition or a demonstration of skill?—A. That is where we utilize the departmental officer of the district, who gives an oral interview to all the applicants.

Q. If you leave that to the departmental officer, why not leave them all? —A. At the present time, as you realize, we are the guardians of the principle underlying the Civil Service Act.

Q. What you have you hold, and what you do not have you want?—A. No, we are not so anxious to fill positions, because the more we have the more kicks we generally get; but I must say of the lighthouse-keepers generally, that except in remote districts they have got satisfaction from the men selected, and there have not been to my knowledge in connection with any recommendation made by a departmental representative any charges of partisanship on his part.

Mr. CHEVRIER: I am glad to hear that, but I am not concerned with charges of that kind at present; I am only concerned with purely the merits; that is all my concern.

Mr. MCBRIDE: As one who knows something about lighthouse-keepers, and steamboat work, I think it is very important that a lighthouse-keeper should stand a pretty stiff examination, because it is a very important position.

Mr. CHEVRIER: I have nothing to say against that, but I do not think that the system at present gives him a very strenuous examination. Let us see how it is done. A representative of the department goes down and makes a selection—

WITNESS: He advertises first.

By Mr. Chevrier:

Q. Yes, and then he goes down and makes a selection?—A. From the list of applicants. Knowing the requirements for the position, the qualifications of the applicants and the necessary qualifications that should be taken into consideration, he finds out which of the applicants more nearly measures up to the standard as set out in the qualifications.

Q. Supposing that position was released and it was left in his hands; supposing you turned it back to the department, and you said to the Department of Marine and Fisheries, or whatever department it was," " Go and get a lighthouse-keeper," and that same departmental officer did as he is doing to-day? —A. Supposing he did that?

Q. Supposing he did that, if he is honest to-day, you have no reason to doubt that he would be dishonest to-morrow?—A. I would not say that it was a case of dishonesty, we would be quite at liberty if the lighthouse-keeper were released from the Civil Service Commission to seek his recommendations elsewhere, and would be more likely to be influenced in his recommendation.

Q. Supposing you had one of those inspectors, a departmental officer, making the selection to-day, and a member of Parliament used pressure upon him, would he not be just as liable to give a rating which would put in a friend of his own or of the member of Parliament, as he would be otherwise? What sanctity is there to this system which prevents him from being dishonest, if he wants to be dishonest?—A. I do not think you have as high an opinion of the average member of Parliament as I have. Surely no member of Parliament, in face of the law to-day, would do that.

Q. That is so, but it does not obviate the fact that if he wanted to do it he could do it?—A. He could.

Q. Well, where is the safeguard?—A. The safeguard is that the members of Parliament having been the law-makers are not going to be the law-breakers.

By the Chairman:

Q. But they are not the same law-makers?—A. Parliament goes on forever.

Mr. LEWIS: But they obey the law surely.

Mr. RINFRET: So this law was framed to insure our sanctity?

Mr. LEWIS: There is this difference, that if there were no Civil Service Commission there would not be any examinations at all, and they would simply appoint one of their friends.

Mr. CHEVRIER: I am not prepared to agree with that. I am taking the lighthouse-keepers' case at random, but under the present system there is no competitive examination, there is no demonstration of skill, and the Act says that when that is not practicable, or in the public interest, it is up to the Civil Service Commission to recommend that these appointments be returned to the department.

WITNESS: The difference, Mr. Chevrier, is that you are giving a narrow, technical, legal interpretation of that word " examinations," whereas the Commission make it a broad interpretation.

Q. Then if you put it up to me in that way, I will put it up to you in this way: You have given to the words " competitive examination " a meaning which no dictionary on earth has given to it, because you have given as your definition any test written or oral. That is section 9 of the order in council. If you will strike a happy medium I will meet you. You claim that when a position is advertised like that of a lighthouse keeper, or some similar position—say there are eight or ten applicants, and the departmental officer gives an oral interview to each one of those applicants to see who measures up, and selects a man, you do not admit that that is an oral examination?—A. I do.

Q. You would not do it if that was not in the Act. You would not call that an examination if the Act did not define it that way. I do not blame you for following the provisions of the Act—.—A. That is what we are there for.

Mr. CHEVRIER: But I think that is following a definition which is not in accordance with the spirit of the Act.

By Mr. Rinfret:

Q. Do you say that in many cases the only examination is an oral interview?—A. The departmental representative gives an oral interview.

Q. And that is the only test that you can rely upon to decide who is going to be appointed?—A. He knows the requirements and ascertains the qualifications of the man to fill the position, the particular position.

Q. In the old days you followed the same course. I am trying to interpret your mind. When you say that this officer may be influenced by a member of Parliament. Could he not be influenced by some other person?—A. It is possible. As I say, in all those regulations, it is impossible to find a loophole.

Q. There is no check upon him?—A. There is the check that the officer is warned that he must make his recommendation free from any political or personal influence, and we take him to be an honest man until he is proved to be otherwise. While he may be open to suggestion from others, unless we hear complaints, we are justified in thinking that the man is doing his duty conscientiously.

By Hon. Mr. Copp:

Q. Why do you not have the same confidence in a member of Parliament as you have in the departmental officers if he were asked for an opinion? —A. Apparently, Parliament itself did not think it was right.

Q. I am not asking you about what Parliament thought, I am asking you as a member of Parliament for years, as a Minister of the Crown for a number of years and as the present Chairman of the Civil Service Commission why you would not have the same confidence in a member of Parliament's recommendation as you have in that of a departmental officer?—A. We are enforcing the Act.

Q. Never mind that; say what you think?—A. As I said, it does not matter what opinions we may have, we have to subordinate our opinion to the opinion of Parliament.

Q. I am not asking you what your opinion is—.—A. Well, I will tell you frankly; I have been a member of Parliament for twenty-one years; fifteen in Opposition, six as a minister, and I have been for five years Chairman of the Civil Service Commission, and if to-morrow I were to go back to Parliament, I would hold up both hands to have those appointments taken away from me.

By Mr. Chevrier:

Q. The only excuse for that would be that you would not want this kind of responsibility or work on your shoulders?—A. That is not the only reason.

By Hon. Mr. Copp:

Q. I would like the Doctor to answer my question; he has not yet answered it?—A. Do you wish me to give an opinion as to why I would not ask a member of Parliament?

Q. Why you would not have the same confidence in a member of Parliament if you said to him, "I would like to have a recommendation from your constituency," having regard, of course, to the returned soldier preference. Why would you not have as much confidence in his recommendation as you have in that of someone who perhaps has been appointed to the position he holds on the recommendation of a member of Parliament?—A. The reason Mr. Copp is this: A member of Parliament in many instances does not know the man at all, and would be guided by his own political friends.

Q. Would he not know the men in his constituency better than a departmental officer?—A. I represented a constituency about 150 miles long, and if a vacancy occurred at the other end of the constituency I would not know one man in twenty, and I would have to depend upon my political friends. I would probably write to my political committee and ask for a nomination. They might know some poor chap down at heel and say, "Here is a poor chap; give him the position." Sometimes he would be a good man, sometimes otherwise. The member of Parliament would act in good faith, but he might have imposed upon him some one who would not measure up to the requirements.

Q. Suppose that you said to the member, "I want to find a suitable person,"—A. That is where he would have to find him.

Q. No, he would have to find out for himself?—A. No.

Q. Suppose you wanted a man in my town, would not I know a man and would I not enquire of somebody?—A. Perhaps you would not have a lighthouse in your town?

Q. There is one very close to it, and I know the names of twenty per cent of the lighthouse keepers in my constituency, and seventy-five per cent of the constituents in my riding?—A. It is not what I think at all.

Hon. Mr. COPP: I just want your opinion.

Mr. CHEVRIER: Let us strike them out altogether.

By the Chairman:

Q. Will you tell me what the qualifications for a lighthouse keeper were previous to the Civil Service Act?—A. I do not know the regulations at that time.

Q. You know that at that time there were not a few requirements that the candidate had to meet before he could be appointed?—A. I presume so, yes.

Q. As the result of the regulations at that time, I agree with Mr. McBride that we got an exceptionally good set of lighthouse keepers in the old days. My opinion is that we got a better class than we are getting to-day, because the regulations as to qualifications were more definitely followed, than they are to-day by an inspector of the department. The inspector has to respect the returned soldier preference clause and is compelled to give the appointment to a returned soldier when often a good sailor is available, but cannot qualify under the preference clause. That, of course, is not the fault of the department; it is due to the preference, but the fact remains that in the old days there was a list of qualifications that an applicant had to meet before he could be appointed. Do you know anything of the qualifications that are required to-day?—A. They are set out in our classification as given to us by the department itself.

Q. Is the man supposed to be able to handle a boat?—A. I have not got the book here to read the qualifications, but I doubt if that is one.

Q. That was one of the very essential qualifications in the old days. Is he supposed to know anything about the ordinary laws of navigation, the lighting of ships at night, for instance?—A. If he is supposed to, the officer in the district representing the department ought to be the best judge as to the necessities. He has in his own hands the power to reject anyone who does not measure up to the qualifications.

Q. My opinion is that there might be more competitive examination for lighthouse keepers than there is?—A. That might be so.

Q. I have not felt that the class of lighthouse keepers that have been appointed are what they ought to be. Like Mr. McBride, I think they ought to have a considerable knowledge of navigation to be efficient lighthouse keepers.

Mr. MCBRIDE: I would say that a lighthouse keeper ought to have the qualifications of a mate of a ship.

Mr. SIMPSON: You would have to increase the salary.

Mr. MCBRIDE: Even so.

The CHAIRMAN: Do the members wish to ask Doctor Roche any further questions?

Mr. LEWIS: Not in regard to lighthouse keepers.

The CHAIRMAN: Do you wish to proceed further, Mr. Chevrier?

By Mr. Chevrier:

Q. The deputy ministers have recommended, as appears in Exhibit "A" of the Appendix the handing back to the departments of the positions mentioned there?—A. Yes.

Q. Some of them have been released, but the large majority have not yet been released. You put your judgment against the judgment of the deputy

ministers when they recommended the exemption of those positions for the greater efficiency of their departments?—A. Well, of course, the deputy ministers frankly and openly avowed here their espousal of the principle which Parliament has rejected.

Q. All right. Let us argue it from that point of view. At all events, the deputy ministers say that they would like to have those positions released?—A. Yes.

Q. And the only reason why you do not want to release them is that in your opinion, under the law, you think you have not the right to release them?—A. That is very true. There may be other positions which in the course of time we may think it advisable to release, but I will tell you this, that I think we ought to be guided by our experience of how the departments are carrying out the wishes of Parliament in connection with the positions that we have already released, before we should be asked to release other positions.

Q. Let us put it in this way: I am not saying it, but you think that the Civil Service Commission is the custodian of everything in the administration of the affairs of Parliament?—A. We are the custodian of the Civil Service Act and its underlying principles.

By Mr. Rinfret:

Q. May I interject a question? You say the Civil Service Commission, in releasing further positions, may be guided by the wishes of Parliament?—A. Should be guided by the wisdom with which the departments carry out the wishes of Parliament in filling these positions.

Q. Then if Parliament relies on the experience of the Civil Service Commission in late years, we will never get through. You rely on our wishes, and our wishes would be based on your experience?—A. Yes.

Q. How are we going to decide on anything that way?—A. You heard the evidence of Mr. MacNeil; he says that in these exempted positions the returned soldiers are not getting their desserts.

Q. That is a special case. Let us go back to the general principle which is laid down?—A. That is one of the principles.

Q. You say the Civil Service Commission should rely on the wishes of Parliament. Now, we have in Parliament opinions that we should not recommend anything except what is based on your experience?—A. Yes.

Q. How are we going to get through if we play the game that way?

Mr. CHEVRIER: We are in a vicious circle.

The WITNESS: I think we are quite willing to carry out the expressed wishes of Parliament, unless we misinterpret the wishes of Parliament.

By Mr. Rinfret:

Q. Would you admit, then, that Parliament might express wishes that might not necessarily be based on recommendations from the Civil Service Commission?—A. Whatever Parliament decides, we will have to carry it out.

Q. But before Parliament arrives at a decision, they must discuss matters, they must view them from a certain angle. I say there is a prevailing sentiment already in certain parts of Parliament at least, that the experience of the past, the experience of the Civil Service Commission should be final, and should guide us. If we are to be guided by your experience, in your opinion, and if you are to be guided by our wishes also, in your opinion, how are we going to arrive at anything?—A. I suppose, if Parliament decides to change a law only upon recommendation of the Commission, we will be guided by the experience that we have had, as far as these exempted positions are concerned, in the manner in which these positions are being dealt with.

By Mr. Chevrier:

Q. Now, just on that point; you will be guided by the manner in which the departments have acted in the released or exempted positions. Some of them have been exempted for some time?—A. Yes.

Q. Have you any complaints to make?—A. Well, I am not going to vouch for the validity of the complaints, but I have received personally many complaints from those who had formerly occupied the exempted positions, having been fired from their positions without cause, as they said, or without investigation, and blaming us for it, blaming the Commission.

Q. You have had a large number of these?—A. We have had quite a few complaints of that.

Q. Did you investigate them?—A. No, I do not think it was our place.

Q. So you cannot, as you admit, say whether they are true or not?—A. No.

Q. Who have been put in their places? Have others been placed there?—A. Yes, that is what they are complaining about.

Q. You are quite sure of that?—A. Yes.

By Mr. Chevrier:

Q. How do you know? They were not placed by you?—A. No, but Mr. MacNeil—.

Q. Leave out Mr. MacNeil. I have all respect for his evidence, but I am only dealing with your evidence now. I am asking you if you know personally that these positions have been refilled. To my mind it does not make any difference, but let us find out?—A. Except in the correspondence that I have had from those who were dismissed, and they said they were replaced by others.

By Mr. Lewis:

Q. That is the evidence that you had, then?—A. Yes.

Q. As far as your correspondence is concerned, these places have been filled?—A. Yes, that is the only evidence I can produce.

Mr. LEWIS: That is the evidence we want.

Mr. CHEVRIER: That is no evidence at all, because it is purely and simply hearsay, and the Doctor knows it.

The WITNESS: I am willing to take Mr. MacNeil's word.

By Mr. Chevrier:

Q. Let me go back to my former argument. These positions have been recommended by the deputy ministers?—A. Yes.

Q. And you say that the reason why they have not been exempted is purely and simply because the law does not allow you to do it; from your point of view the law does not allow you to give effect to the recommendation of the deputy ministers?—A. Not if we conscientiously follow out the Act.

Q. It may very well be so. On the other hand, it may be that the deputy ministers are moved by no other sentiment than that of increasing efficiency in their own department, from their own point of view, when they move for an exemption of these positions. Will you challenge that, that they are moved by any other motive but efficiency in their department in asking for the release of these positions?—A. I do not wish to reflect upon any deputy minister or his motives at all, but when the deputy ministers come up here on oath—

Q. I am not talking about that; I say the positions here mentioned in the book, on page 86 and other pages.—A. These gentlemen are the heads of departments where the most of these positions exist, and they came here and said, "What is the matter with patronage?"

Q. No, only one of them said that. That is not answering my question though; I do not want to argue over the board, I want to conduct this in an

ordinary manner. I am asking you this: these men have stated that these positions should be exempted, and you say, as far as you are concerned, in an honest interpretation of the law, you cannot see your way clear to exempt these positions, because the law will not allow it?—A. Yes.

Q. Will you challenge this, that these deputy ministers made this recommendation, solely and simply for the purpose of increasing the efficiency in their department?

Mr. McBRIDE: I do not think that question is a proper one to be answered here. How does he know other people's minds?

Mr. CHEVRIER: Let him say so.

Mr. LEWIS: In the line of his parliamentary experience.

By Mr. Chevrier:

Q. Will you say whether you can or cannot answer that?—A. I will say that some of the deputy ministers have admitted that they asked for more than they expected to get.

Q. But it does not mean to say, when they ask for more than they expect to get, that they do not think if they get all that they would not be getting what they were entitled to?—A. Unfortunately, we do not wish to—

Mr. CHEVRIER: I do not want to quibble and split hairs with you.

Mr. McBRIDE: You are trying to do it.

By Mr. Chevrier:

Q. I am trying to get a straight answer.—A. I am not going to reflect upon any deputy minister.

Q. Do you mean to say your answer would be a reflection on some of the deputy ministers?—A. I do not wish to attribute any motives to the deputy ministers whatever.

Q. Then the effect of your answer is that they were honest in making that declaration?—A. I take it for granted that they were honest, and we are honest in refusing it.

Mr. CHEVRIER: That is all right, and we have argued for nothing at all. You could have given me that answer right off the bat.

By Mr. Lewis:

Q. But in the light of your experience you do not think it is advisable?

Mr. CHEVRIER: No, the Doctor did not say that, he said it was the law.

By Mr. Lewis:

Q. I am asking this question; in the light of your experience as a parliamentarian and as a minister and occupying the position you hold now, you do not think it is advisable to let these positions go, which the deputy ministers ask for?—A. There are some of these positions I would not consent to let go at all.

By Mr. Chevrier:

Q. Let us get it this way, then, because I want an answer to this, and I will stay here till it is untwisted; I think I am entitled to a straight answer.—A. I will give you a straight answer, perhaps straighter than you care for.

Q. Very well, that is what I want. You say there may be some positions that you honestly think are such positions as are susceptible of competitive examination, and therefore should not be exempted?—A. Yes.

Q. Very well, I agree with you that there are some positions that are susceptible of competitive examination and therefore should not be exempted. I will quite agree to that extent, but the rest of these positions, not susceptible to a competitive examination, you say that you are not exempting them simply

because, in an honest endeavour to administer the law that you are charged to administer, you say that the only answer is that you cannot in the face of that law exempt these positions?—A. Because they are susceptible to competitive examination.

Q. According to the interpretation of the law?—A. Yes.

Q. But on the other hand, it may very well be that if these positions were exempted, it might be advisable in the minds of the deputy ministers who have recommended their exemption, for the greater efficiency in their departments. I think that is fair.—A. If the deputy ministers think that, they are entitled to their opinions.

Q. That is the answer you could have given me half an hour ago. Very well. Now, you do not agree, then, with the recommendations in connection with promotions, that the deputy ministers make?—A. No.

Q. Do you agree with the recommendation that the complicated classification should be repealed and that the civil service should be divided into a number of classes with more or less similarity to those created by the Civil Service Act of 1908 or the Act of 1918?—A. About that classification, I have this to say. I am a strong believer in the underlying principle of the present classification, namely that it is based on the classifying of the positions in accordance with their responsibilities and the importance of their duties. Under the old classification—.

Q. That is, you use the word "their"; that might refer to two things. You mean that was based on the nature of the position itself and the exigencies of the position itself?—A. Yes, whereas under the old 1908 classification it was not a classification at all; it was a grading according to their salaries, the salaries of the employees of the department. They were just fitted into their certain divisions, according to the then existing salaries, and as our investigators were going through the department they found that in some instances there were men in the third division actually doing first division work, and vice versa.

Q. That might very well be. Now, you say the classes under the 1908 Act were too wide, were too great. Now, is it not so, Doctor, that the classification of to-day, the divisions of to-day are too small?—A. There is more opportunity for advancement, for promotion, in connection with our present classification than there was under the 1908 Act.

Q. You think the facilities for promotion are better under this system?—A. Considerably better.

Q. What have you to say, for instance, about the number of appeals against the classification?—A. The appeals were not sent in because of the fact that they were not susceptible to promotion; that was not the ground. They were founded upon the fact that they wanted a higher salary.

Q. In the case of promotions, if a man occupies a position which is classed by these multiples of 60, if he is in the $960 class or some other class, and wants to get to another division, the system now is by examination and ratings?—A. Yes.

Q. Is that right?—A. Yes.

Q. Under the old system it was very much easier for promotion, was it not?—A. It was much easier for promotion for the person being promoted, because they did not have any test at all to undergo.

Q. Now, you have a test for the getting out of every pigeon hole; if you get out of this one into that, you have to undergo a test?—A. Yes.

Q. For a position that entails probably $60 difference in a year?—A. There are very few like that. Take a junior clerk; that is more than $60. You have to look at the maximum.

Q. So you say this classification works to the advantage of the service?—A. I will admit that with good effect there might be a reduction of classes.

APPENDIX No. 5

As a matter of fact, we have recently abolished about one hundred classes. We must take this into consideration as well, that this classification book was printed before all these appeals were heard; it was printed away back in 1918.

Q. I do not want to make this too long; the deputy ministers, however, recommend that this classification be simplified?—A. Yes.

Q. You say, in your judgment, in your opinion, it is better for the service that the classification be not interfered with?—A. Yes. When I say "should not be interfered with," I mean should not be interfered with to the extent of going back to the 1908 form of classification.

Q. But you are in favour of certain reductions in the classes?—A. Yes.

Q. And when the deputy ministers say that it lacks elasticity and flexibility, that would be some confirmation of your statement. If you reduced some of the classes, and gave it a little more flexibility, it would be an improvement? Am I fair in assuming that that is your impression of it?—A. That is a popular word, "non-elastic." I cannot see it myself. I think there is a good deal of elasticity in it.

Q. They complain about the inflexibility in this way, that if they want to transfer a clerk from this branch into another branch where he is probably doing the same work, they cannot do it unless it is with the sanction of the Commission.—A. If it is permanent.

Q. Yes, of course. They say that it takes a considerable amount of time; sometimes it is done quickly, other times it takes time, and that they have not the facility of changing around their staff in the way in which they want it, and that therefore it interferes with the efficiency of the administration.—A. A deputy can transfer his officials within his own department without coming to the Commission at all, as long as they are transferred to a similar class.

Q. But you see the multiplicity of classes. In the other Act, probably the divisions were too large, but in this Act the multiplicity of divisions with very little range of salary from one to another makes it sometimes that a clerk who is at the head of his class and who is to be transferred to another class which is just $60 more, the deputy minister cannot transfer him because he goes into another class where the work is probably very much similar?—A. It involves a promotion, when the salary is higher.

Q. Yes, although the work is very much hindered. For instance, they say book-keepers and clerk-stenographers and a stenographer, they cannot take one stenographer and make her a book-keeper-stenographer, or something like that, where the variation in the work is of very little importance. I mean, there is very little variation. Would you think that if some of these classes were eliminated it would give the deputy minister more latitude in the interchange of his staff?—A. In many of these positions now, we are holding examinations for a combination class.

Q. At all events, you admit that the classification could be modified?—A. Yes.

Q. Are you in favour of leaving the transfers to the deputy ministers and the leave of absence?—A. The leave of absence is something that I think, in order to have uniformity, it would be better to leave with the Commission.

Q. Now, then, I suppose you agree that there must be a superannuation measure?—A. Yes.

Q. That would be for the advancement of the service?—A. Just on that point, I think a question has been asked here once or twice of some of the witnesses, "Do you think you could have a superannuation act with the present classification?" Undoubtedly you can. The present classification need not interfere with the introduction of a superannuation act at all. I do not see any obstacle in the way at all because of the classification. Superannuation

is usually founded upon the salary for the last three years, and it does not matter how the classification is, you can tell their salary.

Q. Now, there has been something said about the councils. Are you in favour of the introduction of Whitley councils?—A. There have been so many definitions of councils given by various witnesses here that I have not clearly in my mind what is contemplated for Canada. I must say this, that my reading of the Whitley councils in the Old Country has been somewhat contradictory. I have been reading the Labour Monthly of London, England, and they claim it has been a huge failure in connection with the Civil Service of England.

Q. This is what I am coming to. I understand that one of the troubles of the civil servants is that they have no board where they can carry their own grievances, like a board of appeal. The suggestion has been made that there should be a board to work along with the Civil Service Commission. Some have suggested a civil service judge. Are you in favour of a board of appeal that would work in conjunction with the deputy ministers where the civil servants could bring in their grievances, either after the deputy minister has made a ruling, or after the Commission has made a ruling.—A. Well, Mr. Chevrier, the Civil Service Commission of Canada, I will admit, has been given more jurisdiction over the service than is usual with the ordinary Civil Service Commissions in other countries, and I do not see the same necessity for a board of appeal from the decisions of the Civil Service Commission in Canada, as in Canada the Commission is practically an appointed body.

Q. Would you tell us where and how an appeal would come in?—A. Of course, the authority we have is that the Civil Service of England do not take up any of the grievances of the civil servants, but the Civil Service of Canada does, and they have been coming to us right along.

Q. Supposing you make a ruling, and one is dissatisfied with your ruling in the case of promotion or appointment—to whom can that party go?—A. They have the right to have their marks re-read by the Commission.

Q. It is very seldom—if the Commission passes upon it, it is very seldom that the Commission would give a contrary decision to the first one—would reverse its own decision.—A. Is it in your mind that there should be some board that would review the decision of the Civil Service Commission in regard to appointments?

Mr. CHEVRIER: In regard to promotions, transfers, and other administrative matters. The suggestion has been made that there should be a board of appeal to review decisions of the Civil Service Commission.

By the Chairman:

I think not as to appointments. The suggestion was made as to classification and salary, and kindred problems.—A. Well, I would suggest that the Civil Service Commissioners, with all due modesty, have studied the Act and administered it for seven years.

By Mr. Chevrier:

Q. They should be raised to the bench?—A. They would be in a better position to judge than a judge outside the service.

By Mr. Lewis:

Q. In regard to appointments to technical positions, what course do you follow?—A. We have what is known as advisory boards.

Q. What system do you have for appointing these examiners?—A. The Commission itself makes its selection. Sometimes we ask the Technical Institute to nominate a man.

Q. The suggestion was made that patronage might get in. Have you found any patronage under the system whereby you appoint examiners?—A. In our method of appointing examiners we get outstanding men in their respective lines of work—men whom I feel will fearlessly and conscientiously discharge their duty, and they have given good satisfaction. The best evidence of that is to be found in the fact that none of the deputy ministers who came here to give evidence have found fault with our appointees.

Q. Now, in regard to examination for technical and scientific positions, it is well known that a university graduate, just out from the university, is in a much better position to take a technical examination than a man who took it ten years ago, and who has an accumulation of ten years' experience. How are these examiners able to judge between the two men?—A. Frequently there is no written examination at all. Experience is a very important factor.

Q. It is not altogether based upon the written examination, for a technical position?—A. Not at all.

By Mr. Rinfret:

Q. You stated a moment ago that although you had a rather good opinion of the classification as it now exists, yet you believed in making certain changes or a reduction of the number of classes. How would you advocate that that should be done?—A. Well, the way we have been doing it in the past.

Q. You would leave that to the Commission altogether?—A. Oh, certainly, it is our function. Parliament has imposed upon us that duty.

Q. Would you be in favour of conferring with the deputy ministers on that point?—A. We do, frequently.

Q. Do you change the classification from time to time?—A. You mean, the classification—the salary range of certain positions or classes of positions?

Q. The general method of classification?—A. Yes, we frequently call deputy ministers into conference with regard to that point.

Q. It was said here by the deputy minister, Mr. Newcombe, that he would have a better knowledge of appointing a lawyer in his department that he knew. I understand that a lawyer was appointed to that position. How did you appoint the examiners for that position?—A. We selected for instance Mr. E. R. Cameron, of the Supreme Court staff as one. We took a prominent lawyer in this city here, Mr. Chrysler, on several occasions. We asked Dr. Morse of the Exchequer Court.

Q. Your examiners are lawyers, fully qualified?—A. Yes. There is this feature too. Supposing we were going to employ a man for the Justice department, a lawyer, we always ask the deputy minister when a writing is being given to the various applicants, and Mr. Everett has been with us. I do not think we have appointed any lawyer recently to the Justice department, but they have been sitting in connection with other positions than lawyers.

Q. You heard the evidence that was given by the Deputy Minister of Finance some time ago. He found fault with the men that you sent there with regard to their qualifications—in regard to the classification under which these men were named. These men were classed under that particular classification when you sent them to him?—A. Yes.

Q. Apparently that classification was not high enough to meet the demand of the Minister of Finance at that time?—A. I do not think he complained about the classification. He felt that the applicants who had passed the examination did not meet the requirements for the particular work, although I think there has been a little too much emphasis placed upon it.

Q. The standard of classification was not high enough?—A. No, not for this particular work.

Q. But you have not found that generally throughout the whole service? It is only in isolated instances?—A. It is only in isolated cases. In fact, the difficulty with the Department of Finance was—and that is a point—on which the department could assist us very materially if they would estimate a sufficient length of time in advance to give us reasonable time to meet their requirements, but unfortunately some have not done that in the past. They have telephoned us to-day to send them fifteen clerks for to-morrow.

Q. In the eligible list that you have always in hand, have these men always passed an examination for the position?—A. They did, some time ago, in 1921 or 1922.

Q. How long were these men held on that list before they were called upon to pass a new examination?—A. We generally exhaust that list. We have not had a time limit to our eligible list in the past, except in a few instances.

Q. So that a man who has been on that list for three years, can he come first for the appointment without any new examination?—A. I do not think we have had any for three years.

Q. There is no re-examination, no matter how long a man has been on the list?—A. We have cancelled some lists of clerical positions where they passed back in 1918, and where the examinations have changed since then, except as referring to returned soldiers.

Q. Is it the custom for the Civil Service Commission, whenever you hold an examination for a particular case, to form an eligible list from the applicants?—A. Yes.

Q. If there is an applicant in Vancouver, you do not hold a special examination there?—A. No, we take those on the list.

By the Chairman:

Q. Section 45B provides that the increases be granted by the Commission? —A. Yes.

Q. What is your opinion of that? Do you think it would be advisable to amend that section?—A. That is, the annual increase?

Q. To allow the annual increases to be granted by the heads of departments?—A. Well, I do not think the Commission is very particular about that section. When that section was incorporated in the Act, it was associated with another factor that has not as yet materialized, namely, we were supposed to establish what we call efficiency ratings in all the departments; in other words, a system of efficiency ratings, and we wanted that associated with the annual increases so that we would have a record of each employee.

Q. It necessitates considerable work for you, does it?—A. Yes, considerable.

Q. There would be some saving in expense if it were left out?—A. Yes.

Q. Section 42 (4) (8-9 Geo. V, chap. 10), as to the life of the eligible lists. "The Commission shall designate the classes for which having regard to the number and frequency of appointments, eligible lists shall be maintained. For other classes, examinations shall be held only when vacancies occur, and no eligible list exists." Do you think that section should be amended so as to provide for the life of eligible lists, if desirable?—A. I think it would be desirable to limit the life of eligible lists.

Q. Another suggestion was made, "Upon the request of the head of the department to investigate and report upon any matter relative to the department, its officers, clerks, and other employees," be changed to read, "And upon the request of the head of a department, of officers, clerks, and other employees, to investigate and report upon any matter relative to the department, its officers, clerks, and other employees, and that a copy of every such report be forthwith supplied to the party making the request." It is asked that a copy be sent to the

civil servant making the request?—A. That is something that has been suggested.

Q. Does there seem to be any objection to that?—A. No.

Q. Now, there has been suggested an amendment to section 42 (4). It has been suggested to amend that section so as to provide that a general examination for lower grades in clerical classes shall be held to complete eligible lists for a definite number of positions based on the requirements. What would be your opinion?—A. The Commissioners have discussed that point, and I can see—

Q. It has been under consideration before?—A. It has, and I can see certain difficulties in it. It was all right as applied in the inside service when there were only a few thousand employees in Ottawa, but it is going to be extremely difficult to estimate for employees from the Atlantic to the Pacific. I would not think it is essential in view of the fact that you are going to limit eligible lists.

Q. Now, as to section 43, clause 3, do you think that this section should be amended so as to define the length of residence before a candidate can be regarded as a *bona fide* resident of a locality?—A. That is very essential. It is encouraged in the United States Civil Service—a residence of six months in Washington and one year in the United States.

Q. You would take care of an amendment of that kind, and define it in your discretion?—A. Yes.

Q. The question arose during the evidence submitted as to the advisability of Dominion-wide publicity being given to all competitions. Do you think that section 43, clause 3, should be amended so that it shall not be necessary to give Dominion-wide publicity to competitions of a minor nature? It has been complained that there is expense added, and when the position is a minor position, it is almost sure to be filled by someone in Ottawa.—A. Yes. I remember that case. I think probably it would be advisable to draft an amendment and say "upon approval of the department and the Commission if deemed advisable."

Q. But at the discretion of the department?—A. I may say that we have had the opinion of the Justice department upon this subject.

Q. What was their opinion?—A. Their opinion given verbally was to this effect, that this section is mandatory only so far as appointments away from Ottawa are concerned.

Q. You would have the authority to advertise locally?—A. I think it would be better, Mr. Chairman.

Q. Now take section 45B, Compensation. A question was brought up in the evidence as to the difficulty in securing employees, owing to the minimum salary not being sufficient in certain localities; would it be advisable to amend section 45B to enable permanent appointments at other rates of salary in places where the prevailing rate does not exceed the maximum rate of the class in which the position is classified? Is that essential?—A. Yes, it is in now in connection with some temporary appointments.

Q. You cannot make them permanent at anything but minimum rates?—A. No. If it was not taken advantage of, it would be all right, just like the other suggestion, namely, where with the consent of the department and the Commission in some remote districts, or something like that, but not to throw it wide open, because it would be taken advantage of. I find that in the Government service precedents count.

Q. But the greatest difficulty in making temporary appointments and granting increases is that in a number of temporary appointments you have to leave them as temporaries under the Act?—A. Yes.

Q. Section 49, with regard to the remuneration of private secretaries who are permanent secretaries. Do you find any difficulty there?—A. There has

been one case brought to our attention, a man already in the service appointed at a salary plus the $600 for private secretaries, which does not bring him up to a parity with the other secretaries brought in with the ministers and who retire with the ministers. It would be doing him an injustice, more particularly if his position is filled while he is a private secretary.

Q. You think that is justifiable?—A. Yes.

By Mr. Rinfret:

Q. In the case of a private secretary being appointed by the Governor-in-Council because he is not already in the service, would he remain in the service after the minister leaves?—A. No.

Q. He disappears also?—A. Yes.

Q. If he wants to get into the service he must follow the same course as an ordinary man?—A. The usual course.

By the Chairman:

Q. Section 28, subsection (3) of the Act, do you think that section, dealing with the laying off and re-listing for further employment, utilizing instead the provisions of section 9, subsection (4), which provides for supernumeraries being absorbed into positions in the other services—do you think that should be repealed?—A. I know the civil servants are in favour of a repeal, naturally. There are two sides to the question. If you abolish a position above an ordinary lower clerical position, the man on the lay-off list has not a very good opportunity to get re-placed, because he has to go into a position for which he is on the lay-off list. We seldom are asked for a senior clerk's position except through promotion, therefore those that are under the lay-offs are few and far between. Suppose you are going to reorganize a department and you find that there are thirty in one room and there is only a necessity for twenty, you are going to keep them on the supernumerary list if you acquiesce in this amendment, that is to say, you are not going to effect any economy, you have to keep them on the supernumerary list until you can place them in similar positions. I can see where they are going to be quite a while on the supernumerary list.

Q. Quite so. It has been suggested here that in the case of a rural postmaster who may have a very able assistant it is advisable to add an amendment to enable the promotion of the assistant to the position of postmaster?—A. I think the Commissioners are a unit on that. We think a hardship is imposed upon a man who has been say for over twenty years acting as assistant postmaster, as we know, and when the postmaster vacates the position, just because the assistant is not a civil servant under the definition of the term, he cannot be promoted. There is just one objection that will be offered by one class of applicants, namely, the returned soldier, who wants all these positions thrown open. Inasmuch as I think the soldiers are getting fairly well placed, in justice to those who have had postoffice experience in the capacity of assistant postmasters, they really ought to have the privilege of being promoted.

Q. There is a difficulty existing to-day with rural post offices which are being or will be placed upon a city basis; do you not think it would be advisable to add an amendment to provide for rural postoffices going on a city basis so that the staffs of such offices may be granted civil service status on qualifying rather than on competitive examinations?—A. Yes. The Commission has discussed that as well, and they came to a decision that that amendment should be introduced.

Q. You feel favourable to an amendment of that kind?—A. Yes.

Q. Mr. Chevrier has brought up the question of the Personnel Boards. It is hardly necessary to ask your opinion upon that. The objection of the civil servants, from the evidence we have had from the representatives of the various

organizations was that your body being able to make a final decision or a final judgment they then had no court of appeal to whom they might go and as a result councils of various kinds were discussed. You have probably read the evidence appertaining to that. Some of the members of the Committee thought it might be advisable that the Civil Service Commission should have power to set up a Personnel Board with representatives of the civil service, to deal with these questions of classification. Do you realize that it might not be advisable to set up such a board, and if it is advisable do you think it would be wise to give you power t odos o?—A. That is, for the Commission to set up the board?

Q. Yes.—A. I would doubt that the civil servants would be agreeable to the Civil Service Commission selecting such boards.

Q. Well, I do not know that the actual selection would only come from the Civil Service Commission; my viewpoint would be that the Civil Service Commission would control the operations of the board, but the membership of the board would possibly be composed of the Civil Service Commission, and in an advisory capacity there would be appointees of the different civil servants' organizations?—A. Yes.

Q. To review a case?—A. I think that is the principle the civil servants are in favour of.

Q. But the board would not necessarily be composed entirely of representatives of the civil service?—A. No.

Q. There is a possiblity, it seems to us—Mr. Shaw is not here, he has spoken of this at times—there is some possibility of allaying dissatisfaction among the members themselves by having a board of this kind to whom they might appeal. It will be reviewed by the Committee when we are making up our report.—A. There has been a great change in the boards appointed in England recently, or within the last year. They have appointed members of Parliament on the official side, and those councils—

By Mr. Simpson:

Q. Boards were appointed for hearing appeals against the classification?—A. Two were appointed as nominees of the deputy ministers, two as nominees of the Civil Servants' Federation, and the Chairman, my colleague, Mr. Jameson, was appointed by his colleagues.

By the Chairman:

Q. The appeal board was a board upon which there was representation of the Civil Service Departments and the Commission?—A. Yes.

Q. I think that was the view the Committee had, if any such recommendation was put forward. Mr. Chevrier brought up the question of superannuation, and he dealt with the question of separate classification. On the classification question we feel that in co-operation with the deputy ministers, when they present a scheme of re-organizing in their departments and have practical suggestions on reducing or adjusting the classification, you are always willing to co-operate to that extent?—A. We are always pleased indeed, and have always had the best results from the departments that have co-operated with us in the past.

Q. There was one point I wanted to talk to you about, one on which a false impression has been brought about in regard to positions. You have seen fit in your wisdom to release, both in 1921 and 1922—you have been quite conscientious I believe, as have the deputy ministers in their recommendation, in believing that it was for the general efficiency and economy of the service that these small positions be taken from under the jurisdiction of the Commission and

left with the departments—.—A. We agreed that probably there would be more delay and more expense in connection with it.

Q. Have you any idea of what saving in the staff to yourselves and in money to the country has been effected by releasing those 10,000 or 11,000 positions?—A. It would be almost impossible to get at that, because the staff is working anyway. It imposed a little more work upon them, but as for the expense it would be almost impossible to differentiate between them.

Q. You must have had some saving, because these were positions such as small postmasters under $200 or $300?—A. That did not give us very much trouble. The work was almost all done by the post office inspectors.

Q. But you will admit that there was a saving?—A. Yes.

Q. With regard to the advisory boards; you appoint men on the advisory board to select a technical man, and leave it to their judgment of his practical experience and educational qualifications, and that board has quite the fullest power in recommending a certain man. You follow the board's recommendation closely. Do you not think it possible for advisory boards to be tainted with friendship or patronage?—A. Well, I would not say it is absolutely impossible, but the possibilities are reduced to a minimum by the character of the men we appoint to those boards.

Q. I do not know that the character of a man has anything to do with the fact that if he had to select and had two equally qualified men, one of whom was out of his own law office for instance, I do not know that there would be any thing wrong with his character if he recommended such a man for a position?—A. We have not experienced that so far.

By Mr. Chevrier:

Q. Suppose he was from the same college?—A. I happen to know that in one instance a man was reported against by his college professor for that reason.

Q. Perhaps he knew him too well?—A. He did not want to leave himself open to that charge.

Q. Would he not be the very best man for the position?—A. I must speak on behalf of those gentlemen who have given their services largely gratuitously. The work has had a very educative effect throughout Canada. Very few people knew anything about it. Prominent business men, men in colleges all through Canada are taking much more interest in our service. They see that the system is working out to the advantage of the service.

Q. The only objection I have to the advisory boards is that they were selected from outside people. If they were selected from the inner service, I would have no objection to them at all, because they would be responsible to the minister and the deputy minister.—A. In many cases we get them from the inner service.

Q. In that case I have no objection, but any time you select outsiders, I can see possibilities of great dissatisfaction.—A. I see many advantages in having outsiders.

By the Chairman:

Q. Section 18, subsection 2, which provides that selections shall be, so far as practicable, in the order of the names on the list, but the Commission may select any person who in his examination shows special qualifications for any particular subject. Do you think it would improve the working of that portion of the Act if section 43 were amended by adding the word "appointments"?—A. I can see the benefit of amending the Act so as to allow more leeway, but there are many departments that want to run down and select a particular friend because the tenth man on the list is to some extent *persona grata*. We

have discretionary powers at the present time. If there are special qualifications required we take them into consideration and do not force the first man on the list on a department if the second man on the list more nearly meets the requirements.

By Mr. Chevrier:

Q. You said that every law is susceptible of improvements. As to the Civil Service Act, outside of these suggestions you have concurred in, are there any other suggestions you can make?—A. Any other amendments?

Q. Yes.—A. I do not know that there are. There is another point that it is just as well to mention. I was asked by a member of the Committee a while ago if there was any difficulty in making a selection of a postmaster where the office was not transferred to him. I do not think it would be a bad idea if there was something in the Act which would in fact compel the department to transfer the office to a man on probation, and if he is not satisfactory let them reject him. We have received many letters from disappointed applicants who were appointed by the Commission and to whom the office was not transferred. They asked: "What is the use of the Commission if they cannot enforce their decisions?" I think it would be well if there was something in the Act which would compel the department to transfer the office to the successful applicant; he ought to have the privilege of entering upon his duties, and if not satisfactory let him be rejected by the department afterwards.

By Mr. McBride:

Q. Would you not think that all these positions which were withdrawn from the appointments of the Civil Service should be made permanent, wherever it is possible to do so?—A. I do not know that I grasp your meaning, Mr. McBride.

Q. Those positions which were withdrawn from Civil Service appointments, do you think those positions should be made permanent?—A. They are permanen positions, many of them. It is just as to whether the department wants to fill them permanently or temporarily. They have the option of doing it one way or the other. They have the option of doing it temporarily as well as permanently.

Q. But there are some positions not permanent. I am not referring to any party now, but a man who serves ten or fifteen years in a position, if there is a change of Government I think he should understand that his position is permanent.—A. Of course they passed that blanketing arrangement to cover such things as that, and anybody in a position prior to November 10, 1919, who was recommended by the deputy head and was approved by the Commission is made permanent by order in council.

Mr. McBride: But I am referring to positions outside the Commission.

By Mr. Chevrier:

Q. A large number of those exempted positions do become permanent?—A. Yes.

By the Chairman:

Q. Where they are of a permanent nature?—A. Yes.

By Mr. Chevrier:

Q. If they are permanent in their nature and they are exempted from the operation of the Act they continue to be permanent positions?—A. Certainly.

By Mr. McBride:

Q. There is another point in connection with the appointment of stenographers and clerks and the like of that, don't you think a person in charge of an

office ought to have the choice of selecting his own stenographers or at least have the choice of selecting we will say from half a dozen, and he should not have to take the first one on the list?—A. If examinations are worth anything, and they are supposed to be—it is not a perfect system, but it is the best that has been devised up to the present, the system of competitive examinations coupled with a probationary period,—I think it would be a dangerous practice to open the gates so that you could give the department a choice of half a dozen.

Mr. McBRIDE: It may be against the principles of the Commission, but I think a person running an office or the like of that should have the choice of three of four anyway. I do know from some experience here, there are certain stenographers through no fault of theirs, but somehow or other they did not suit me.

WITNESS: You have the privilege of rejecting them.

Mr. McBRIDE: If I were running an office I think I would claim the right to choose the ones that suited my ideas of doing my work the best.

Mr. CHEVRIER: They were nervous; they are all proficient here in the House of Commons; you probably frightened them.

WITNESS: Are you referring to the House of Commons stenographers?

Mr. McBRIDE: Yes.

WITNESS: We have not any jurisdiction over those; those are sessional temporary employees.

Mr. McBRIDE: I am only citing that as an example.

By Mr. Chevrier:

Q. Supposing there were two clerks, one passed with 89 and the other with 88, and one had a little more experience than the other, probably then—personally I do not see the difference between one with 89 and one with 88, but it might be, as Mr. McBride suggests, that the official in charge should then have the right to take account of the experience of geniality of the clerk.

The CHAIRMAN: There might be some special qualification that suited the employer.

By Mr. McBride:

Q. I am not referring to stenographers in particular, I am saying clerks in general?—A. In the House here there ought to be no difficulty of that kind about stenographers, because you can reject them and send them downstairs, and call for another.

By the Chairman:

Q. Have you any suggestions to offer in reply to Mr. McBride's remarks?—A. Well, no, I have not.

The Committee adjourned at 10.45 p.m. to 3.30 p.m. Thursday, May 17, 1923.

THURSDAY, May 17, 1923.

The Special Committee on the Civil Service Act of Canada met at 3.30 p.m., Mr. Malcolm, the Chairman, presiding.

Mr. MICHEL G. LAROCHELLE, Civil Service Commissioner, called and sworn.

By Mr. Chevrier:

Q. You are one of the Commissioners, Colonel LaRochelle, of the Civil Service Commission?—A. I was, sir.

Q. You are yet?—A. Yes; I am a member of the original Commission created in 1908.

Q. And immediately previous to your being appointed to the position of Commissioner, what was your occupation?—A. Lawyer.

Q. Practising where?—A. For 15 or 16 years, practising in Montreal.

Q. Immediately previous to your appointment to that post, you were actively engaged in your profession in Montreal?—A. Absolutely.

Q. You were one of the original Commissioners under the 1908 Act?—A. Yes.

Q. Let us take up that Act. Section 10 of the Act says:

> "The duties of the Commission shall be—
> (a) to test and pass upon the qualifications of candidates for admission to the service, and for promotion in the service, and to issue certificates with respect thereto where required under this Act or regulations made thereunder."

How did you find section 10 to work out under that regime?—A. Would you be good enough, Mr. Chevrier, before going any further to ask this honourable Committee to permit me to make a brief statement, in reply to each of these statements made by the deputy ministers, and to be separately examined on each point raised by them. I am under the impression that such a course would facilitate your examination.

Mr. CHEVRIER: This is what I intended to do; I was going through the Act of 1908, and then take up the deputy ministers' report and see what you had to say about it.

Mr. SHAW: Let us take the statement first, if you do not mind.

Mr. CHEVRIER: That is what I intended to do.

The WITNESS: It might be shorter in this way, if I make this statement.

Mr. CHEVRIER: You can make that statement later.

By the Chairman:

Q. It is in order for you to make the statement first, if you wish. Make your statement now, and we will take up the questioning afterwards.—A. I will proceed, with your kind permission, in the order followed by the deputy ministers themselves; appointments, promotions, classifications, re-organization, salary ranges, and cost of living bonus.

Appointments to Higher Positions.

Some of the deputy ministers recommend the exclusion of all appointments to the higher administrative, professional and technical positions from the operation of the Act of 1918. In spite of all my respect for their opinion, I wish to state that in my humble judgment, this would not be in the interest of the administration.

In the first place, such an amputation might reduce the civil service to the condition of a blind alley. It would be liable to bar the way to promotions for merit, through the unnecessary appointment of outsiders to the higher positions, the effect of which would be to discourage meritorious officers, to demoralize the service and to make of it an undesirable career.

By Mr. Chevrier:

Q. You mean to say that releasing the technical positions would have this effect?—A. Surely.

Mr. CHEVRIER: Leaving the selection of those positions—I am quite prepared to let you read it through.

Mr. SHAW: I think we should. I understand the Colonel perfectly well. I agree with him thoroughly.

The WITNESS: Under such circumstances, no serious young man would care to enter the civil service.

In the second place, the ministers would so be deprived of the right to secure professional and technical officers through competitive examinations, which might, and probably would, be detrimental to the public interest. In effect, it is not always easy to recruit technical officers with the present salary ranges and the actual cost of living. In other words, the deputy ministers even go further than section 21 of the Act of 1908, which at least provided the ministers with the privilege of securing their technical officers with or without competition.

I may here be permitted to state that even under the operation of Section 21 of the Act of 1908, which practically left all appointments of a professional and technical character in the hands of the ministers, over 60 per cent of such appointments were, at their own special request, made through the Civil Service Commission. The ministers might otherwise have found themselves in the impossibility of securing the technical officers they were in need of. Yet, some deputy ministers recommend that the ministers be deprived of the help of the Commission.

In the third place, there can be no better proof of the applicability of the competitive system to appointments of a professional and technical character than the fact that since the spring of 1918, during the last five years, the departments have so been provided with all the professional and technical officers that were required. And it is also a fact that such officers were, almost without exception, quite satisfactory, since they were not rejected, but accepted and retained in office.

Such a result would seem to be only natural, since the examining boards of the Commission are so constituted as to include the chiefs of the different professional and technical services, with a view to meet all the requirements of the department. Wherever written tests are desirable, they are held and supplemented with oral examinations. And if written tests are not advisable, the relative qualifications of the candidates are rated in the light of their technical education, training and experience, which is again supplemented with an oral examination. And it may be stated that the selections of the Commission have practically ever met with the approval of the chiefs of the professional and technical services.

It may further be stated that through competitive examinations, the departments are not only supplied with qualified technical officers, but with the best available for the compensation offered. And, it may here be remembered that without competitions, any one possessing a minimum of qualifications could be appointed to the professional and technical positions of the administration, which would not seem to be in the public interest. Mediocrities could so creep into the public service, which is not possible under the competitive system. I know by experience that such candidates as were strongly recommended by public men, often failed to secure the required minimum of marks in competitions.

Some may claim that there are in the service professional positions of such an exceptional character that the office seeks the man and that they cannot be filled through competitions. If there are such abnormal cases, they should be treated as particular exceptions; but they are so rare that they would not justify the discarding of a safe general rule. On the other hand, Section 38 of the Act authorizes the Commission to dispense with competitions in such extraordinary cases.

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If the merit system is a desirable thing, as it is recognized in Great Britain and in the United States in particular, it seems to me that it should first be applied to the higher positions of a professional and technical character, as they are the most responsible in the administration. Were it only to be applied to clerical or secondary positions, no serious improvement could be expected in the efficiency of the public service. Merit is still more necessary in the higher positions than in the lesser ones.

By Mr. Rinfret:

Q. Is that the whole of the statement?—A. In regard to appointments.

Q. Have you other statements prepared on other points?—A. Yes.

Q. We had better deal with appointments?—A. That is exactly what I suggested.

Mr. SHAW: Mr. LaRochelle might give his statements and then may be at some time, if he could come back we could consider them in detail.

Hon. Mr. MARCIL: He wants to make a statement under separate headings. This is under the heading of appointments.

By Mr. Rinfret:

Q. That would be appointments to the inside service, or generally?—A. To the whole of the service.

By Mr. Chevrier:

Q. That is a reply to the deputy minister's reference upon that point, and I understand the Colonel is going to go through the whole of the points with six or seven or eight memoranda.—A. The one connected with promotions has four pages, but the other ones are brief.

Mr. CHEVRIER: The only objection I have to this is that the Colonel makes this statement, which covers four pages, and no member of this Committee can either admit in his own mind the veracity of it or challenge it. I have never heard of an inquiry being conducted in that way. A witness would never be allowed to come into Court and read his statement. No man can keep in his mind every one of the allegations contained in the four pages.

Mr. SHAW: That is my reason for suggesting if we could have Colonel LaRochelle make his entire series of statements, they could be printed and they would be available for his examination tomorrow.

The CHAIRMAN: They would not be available for two or three days.

Mr. SHAW: I am not objecting.

The CHAIRMAN: We are really aiming to close up this week and have next week for consideration of our report.

Mr. CHEVRIER: That is all very well to say that the memorandum is a good one. It is couched in very fine language as we know the Colonel can use in expressing his views but we know every one of these sentences is an allegation.

The CHAIRMAN: I think we will let the Colonel read all his statements at once, and he will submit to questioning the same as Dr. Roche did last night.

Mr. SHAW: I suggest each member take notes of what Mr. LaRochelle reads.

Mr. CHEVRIER: We would have to take it down verbatim. Everyone of these sentences is an allegation. Everyone of these statements may be true, but I have no means of examining the Colonel on them.

The WITNESS: The reason why I prepared these statements was that I found the ground had not been very well covered up to now.

By Mr. Chevrier:

Q. By whom?—A. Well, several points were overlooked.

Q. In the interest of whom?—A. Of the question under consideration.

Mr. RINFRET: According to your views about it.

The CHAIRMAN: You must bear in mind the fact the we are investigating the working of the Act, and while your statement may be in line with this, there are other questions that have arisen during the course of the investigation, and no doubt members of the Committee would like to have you bring out these points as they have been brought out by the other witnesses. It seems to me we are going to co-ordinate former evidence with your evidence by discussing the points you make in your statement. Personally I would very much rather, as Mr. Shaw suggests, see these things considered later, if it were not for the fact of time.

Mr. RINFRET: This sounds more like a judgment passed on something that has been passed on before.

The CHAIRMAN: It is not the order of reference at all. We are inquiring into the working of the Act.

The WITNESS: I am at your disposal.

Mr. RINFRET: If we consider these are statements that should not be heard, I would rather think this statement should be withdrawn from the evidence.

The CHAIRMAN: We will proceed with questions based on the first report. It will take a long time.

The WITNESS: I am willing to answer any questions without reference to these statements.

The CHAIRMAN: We will proceed on the first report.

The WITNESS: My only object was to throw as much light on the subject as possible.

By Mr. Chevrier:

Q. Here is a memorandum which you submit, in reply to the statement contained in page 3 of the deputy minister's report with reference to appointments of technical and professional natures. Can you say by what motive the deputy ministers were moved when they suggested this amendment? Would you deny they were moved by a sentiment of procuring efficiency in their department?—A. Well, I suppose that was their view.

Q. Are you prepared to say that the putting into effect of the recommendations of the deputy ministers, contained in the first clause, would have a prejudicial effect on the civil service?—A. As I said in my statement, I believe so.

Q. You believe it would?—A. Yes.

Q. Therefore you are prepared to put up your knowledge, acquired as a Commissioner, against the individual knowledge and collective knowledge of at least ten deputy ministers.

Mr. RINFRET: That does not include other ministers who did not sign, but who said before this Committee they approved of the report.

By Mr. Chevrier:

Q. At least ten who have signed the report?—A. I am just stating what I think.

Q. But you will not dispute that those deputy ministers were moved by sentiments which were for the efficiency of their departments?—A. I surely do not question their sincerity, because I believe in the honour of everybody.

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Q. Your statement contains allegations other than those; the statement that such an amputation might reduce the Civil Service to the condition of a "blind alley." Will you explain that?—A. If all the higher administrative professional and technical positions or a proportion of them were to be chosen by outsiders, I believe that the service would become a blind alley.

Q. That does not say that, that appointments to professional and technical positions or to positions of assistant deputy ministers, heads of branches, or the higher grades, say those for which the compensation is $2,400, be made by the Governor in Council on the recommendation of the head of the department? —A. If you take away the higher positions through the fear of promotion, is it not clear that the civil service would become a blind alley?

Q. It does not say that Colonel. I do not see that it takes away at all. It says that the Governor in Council on the recommendation of the head of the department based on the report in writing of the deputy head may appoint to a clerical or technical or professional or administrative position—he may appoint; it does not necessarily mean he must go outside of his department to do that? —A. No, but he is free to do so, and it is exactly what the present Act wants to prevent.

Q. You want to prevent liberty?—A. Oh, well, liberty in that sense.

Q. Why is liberty in that sense a bad thing?—A. Liberty may become license according to circumstances.

Q. Have you anything in your mind to make you say if you give liberty to a deputy minister who is at present honest that he would become dishonest? —A. No; I believe in the sincerity of the deputy ministers, but I claim that their system is open to abuses, and the experience of the past is there to prove it too.

Q. If you say that the experience of the past is there to prove it, what experience is there in the past to prove it?—A. You only have to read the evidence brought before the different Royal Commissions that were appointed by the Government, and you will see there that positions in the higher grades were often filled in the way in which the present Act wishes to prevent.

Q. I suppose you refer to section 21 of the Act of 1908 all through; if you take out of the section of the Act of 1908 those three words "or otherwise peculiar" what improvement is this Act of to-day on that?—A. I had an experience of 14 years with that section 21, and it may be that under the word "peculiar" certain things have been done which should not, but I may say that it was not very important.

Q. It worked out all right then?—A. Section 21 worked out all right.

Q. There were not very many complaints under section 21?—A. What do you mean by complaints?

Q. Complaints against the proper administration of the service—against section 21—no one ocmplained about section 21?—A. Under section 21 of the Act of 1908, 60 per cent of the appointments were made by competitions at the request of the ministers themselves.

Q. Under the old system?—A. Under the Act of 1908.

Q. Even under the Act of 1908 the Civil Service Commission was called into power?—A. Don't you notice the deputy ministers want to get rid of such a provision?

Q. They do not say that?—A. Yes, they say it.

Q. "On the recommendation of the head of the department based on report in writing from the deputy head"—I admit this of course, that your Commission would not give any more certificates of fitness but I am not discussing that?— A. Here is what they say: "That appointments to professional and technical positions or to those of assistant deputy ministers, heads of branches, and all officers in the higher grades save those appointed to positions for which the minimum compensation is $2,400 per annum or over, be made by the Governor in

Council on the recommendation of the head of the department based on a report in writing from the deputy head "—I do not see any trace of competition there, of optional competitions in favour of the ministers. Section 21 was providing that technical positions could be filled with or without competitions.

Hon. Mr. Marcil took the Chair.

By Mr. Chevrier:

Q. At all events you put your own view against that of the deputy ministers, and you think the present system is an improvement over the old system?—A. Well, the view I take is the view taken by Parliament.

Mr. CHEVRIER: I am not concerned just with that, if you allow me to put it in that way.

Mr. MCBRIDE: This Committee is . . . Is that a correct question or is he to put his opinion against that of the deputy ministers at all?

Mr. CHEVRIER: Very well, I will ask the question subject to the Chairman's ruling.

Mr. LEWIS: I object to the comparison.

By Mr. Rinfret:

Q. If I may be allowed to interject: We know what Parliament decided some years ago, and we are here to find out whether Parliament was right or not, so we are asking your opinion, Colonel, not what Parliament decided, we know that; we want your opinion from your own experience, that is the case if I am not mistaken?—A. Yes.

Q. If you say that is what Parliament decided you are not giving testimony at all, you are referring to something we are trying to improve?—A. No, no; my view is clearly put in the statement.

Q. But what I say is this, you cannot screen yourself as a witness behind Parliament; we are investigating the Act that Parliament passed; we want your opinion as to your own experience with the Act. I believe that is what Mr. Chevrier is wanting, and I think that is perfectly correct.

Mr. GARLAND: He has given that quite clearly in his statement.

Mr. CHEVRIER: I am going to ask it again, and if anybody objects let the Chairman rule.

Q. I want to know whether according to your own views, according to your own experience, you are prepared to say that the present system is an improvement over the previous system, and that the recommendation of the deputy ministers would not be for the promotion of efficiency in the civil service; will you put your view against the opinion of the deputy ministers?

Mr. LEWIS: Is that necessary to put it that way?

Mr. CHEVRIER: It is my own question.

Mr. LEWIS: I am asking the Chair, is that a proper question to ask, as to putting his view against that of the deputy minister?

The ACTING CHAIRMAN: The witness is a legal gentleman, and I think he can answer the question.

By Mr. Chevrier:

Q. The witness has had sixteen years practice of law, and I think he can answer my question.—A. Mr. Chevrier, I will simply repeat the first paragraph of my written statement.

Q. I have your statement here; I don't want to argue over this thing; you are only making it disagreeable; you know that I am entitled to a straight answer to a straight question; you are a legally trained man and I am not

taking an undue advantage of you as a witness; I am asking you now, if you believe according to your own code of ethics in the law that that is an improper question entirely I will not ask it?—A. My answer is this, I consider the present system is better than the old one, and I am sorry to differ with the deputy ministers.

Q. The same question was asked last night and it took us half an hour to get it, and finally the answer was given; the same objection was raised. Then you say that this system here would be liable to bar the way to promotions for merit through the unnecessary appointments of outsiders, supposing that this recommendation of the deputy ministers was put into effect, would it necessarily follow that only outsiders would be appointed?—A. Oh, no, but it would be liable to bring such results.

Q. If that is so why would not you say in your memorandum "through the probable unnecessary appointment of outsiders to the higher positions"—why make it such a sweeping categorical statement?—A. I believe I am using the word "might."

Q. It would be liable to bar the way to promotion for merit through—? —A. Yes, it would be "liable."

Q. Through the unnecessary appointments of outsiders; you qualify that; you make that clear by stating that it would not necessarily follow that all outsiders would be appointed?—A. Oh, no, surely.

By Mr. Garland:

Q. They could be all outsiders?—A. It would be possible.

By Mr. Rinfret:

Q. May I interject this: under this Act can you yourself appoint outsiders? Has not the Commission the power to do exactly the same thing, namely, to appoint outsiders to the high positions?—A. I may say this, if a position cannot be filled through the promotion of a well-qualified officer in line of promotion, then it must be filled through open competition and—

Q. By outsiders?—A. And then—

Q. What you complain of in this statement can very well happen under your system as well, if the deputy ministers were to appoint?—A. But the position would be filled through competition.

Q. It would be filled by the "unnecessary appointments of outsiders" to that high position?—A. Under the present system if a vacancy takes place it is first filled by promotion, and it is only when the Commission is satisfied that it is impossible to fill it through promotion of a qualified officer that it is open to competition.

Q. Do you infer that the deputy ministers would not do that?—A. I do not like to give names, but I know very well that very important positions became vacant and the departments wanted to fill them through competition and without promoting the officer in line of promotion, the Commission—

By Mr. Chevrier:

Q. Under what regime was that?—A. In the course of last year.

Q. Since the Act of 1918?—A. Yes, but the Commission in such cases requires the department to officially state that there is nobody qualified in line of promotion, and as a rule the departments decline to make such statements.

By Mr. Rinfret:

Q. They have to give you authority to do otherwise, you are not forced to? —A. The Act provides that any vacant position should first be filled by promotion, and if no qualified officer is in line of promotion—

Q. You are to decide whether there are any or not, so that it lies in your authority to do otherwise?—A. No, the Commission requests the department to state whether there is any qualified officer in line of promotion; the commission gets as much information as possible from the department.

The Chairman resumed the Chair.

By Mr. Chevrier:

Q. Then you say the Commission asks the department to say whether there is somebody in line for promotion, if the deputy minister says there is nobody in line for promotion, what do you do?—A. We open a competition.

Q. But there might very well be somebody in line for promotion?—A. Nothing else can be done if there is nobody in line for promotion.

By Mr. Rinfret:

Q. Yes, but it shows simply this, that the deputy minister himself can very well inform you that there is nobody in line for promotion, even if there are any?—A. Yes, but the Commission has its eyes open, and it knows.

Q. But their eyes do not go all around their heads?—A. It knows the story of the officers who may be in line for promotion, and the department is not very much inclined to deceive the Commission in regard to that.

By Mr. Lewis:

Q. Suppose for instance a deputy minister tells you there is no one in line for promotion, that does not stop an individual within that department from going into the open competition with other men?—A. Surely not.

Q. Therefore they have the opportunity of trying to gain promotion through the competition?—A. Absolutely.

By Mr. Chevrier:

Q. But you will only call a competition if the deputy minister says there is no one in line for promotion?—A. Yes, but the Commission has some control over that; the Commission is not blind.

Q. Oh, no, I suppose it is not. I will give them credit for that. But if the deputy minister reports there is no one in line for promotion, do you take that for granted, or do you investigate every time he reports in that way?—A. I did not quite catch your question.

Q. If the deputy minister reports that there is no one in line for promotion, do you take that for granted every time, or do you every time investigate whether he is right or wrong?—A. If the Commission is of opinion that there are qualified officers in line for promotion, the department must give an explanation.

Q. You say, if the Commission thinks? What makes the Commission think there is someone in line for promotion? You cannot think that there is someone in line for promotion unless someone has disturbed your mind in that direction? —A. Do not forget, Mr. Chevrier, that we are dealing with concrete facts. We have a branch here composed of a chief, sub-chief, and several officers. If a vacancy takes place the Commission knows that there is a group of officers below.

Q. Whom do you mean by the Commission? When you say the Commission knows that something should be done, whom do you mean by that, yourselves as Commissioners?—A. I mean the Civil Service Commissioners and their officers.

Q. Then let me take it this way; it is going to be long, but it is going to be drawn out. The deputy minister reports to the Commission that there is no

one in line for promotion. He makes that report. Who does it get to in the first place?—A. It comes to the Commission.

Q. It comes to the secretary who opens the letter?—A. Yes.

Q. What does he do with it?—A. We ascertain the facts.

Q. Who does?—A. The Commission, through its organs.

Q. A letter comes to the secretary and the secretary reads that letter and passes it to whom for action? This report that there is no one in line for promotion, it is addressed to the secretary?—A. It is addressed to the secretary which means to the Commission, and then that letter is registered and filed and it finally comes before the Commission.

Q. Before the three Commissioners together, or one Commissioner who has charge of that department?—A. The three Commissioners. One Commissioner may study the case in the first instance, but it goes after to the other two commissioners.

Q. Then let us understand this. Mr. Desbarats for instance, makes a report that there is no one in line for promotion in his department; that letter comes into the office of the Civil Service Commission, goes through the registration, filing and all the other processes, and finally lands in the hands of a Commissioner. Do you mean to say that all of those reports finally come into the hands of a Commissioner for investigation to see if the report of the deputy minister is exact in saying there is no one in line for promotion?—A. First of all, Mr. Chevrier, the Civil Service Commission assumes that the deputy ministers are honest men.

Q. Quite right; let us start from that. You assume that they are honest?—A. Absolutely.

Q. Then every certificate that comes in will not be challenged unless there is something on the face of that certificate to raise suspicion?—A. The deputy minister may be mistaken. He may commit an error.

Q. Where, when and how do you find out that he has committed an error? What check have you got on it and who checks it?—A. We have the establishment of the departments. We know the constitution of a branch.

Q. Who knows that? Either you do not understand my question or I do not understand you?—A. I understand it well, but I think you are very fond of splitting hairs.

Q. This is not a hair to split. It would be easier to split any hair than to get anywhere on this thing. Here is a deputy minister who sends in a report that there is no one in line for promotion. The letter comes into the Civil Service office, and some of the clerks open the letter and assign this letter to so-and-so for registration, and make a file for it and then it goes to some of the responsible officers for action?—A. The letter goes to the secretary, and then after proper filing it comes to the Commission.

Q. Very well. Say it comes to one of the three Commissioners?—A. To the three Commissioners.

Q. First say it comes to the three Commissioners, or the one Commissioner?—A. To one then.

Q. Very well; that report simply says, I, so-and-so, certify that there is no one in line for promotion to such a position in my department. Do you take that for granted or do you investigate?—A. Well, we may investigate.

Q. I know you may, but you may not?—A. Surely.

Q. Do you or do you not? I am trying to be fair with you. You would investigate this report if you think there is something wrong with it, if you think the deputy minister is trying to put one over you. Is that right?—A. Oh, no, we never start our work on the assumption that the deputy minister may try to deceive us.

Q. Then what makes you start your work?—A. The deputy minister makes a statement; he says that there is no one in line for promotion. It is the duty of the Commission to ascertain the exactness of that statement.

Q. Then, in every case does the Commission through the three Commissioners or through one or two, ascertain and verify the facts in that statement?—A. Well the ascertaining of the fact may be made by trusted officers of the Commission.

Q. No doubt about that. But do you do it in every case through the trusted officers of the Civil Service Commission?—A. Whenever the Commission thinks it fit and proper.

Q. What makes you think it fit and proper to do it?—A. Circumstances.

Q. What circumstances; what raises, Colonel, the suspicion in your mind? You either investigate all of the cases or you investigate only a few; if you investigate all of the cases, very well, I am through with it. If you investigate only a few of the cases, what makes you investigate only those few, and makes you let the others go through? Is it because someone has raised the suspicion in your mind that in this case there is something wrong? Is it the smell about it? Or what is it?—A. If the deputy minister declares that there is nobody in line for promotion, we are first inclined to believe that his statement is true, but it is at the same time the duty of the Commission to look into the matter.

Q. Very well then, do you always look?—A. Well surely.

By the Chairman:

Q. Colonel, we are wasting a lot of time here. It seems to me that you understand the question. Mr. Chevrier makes the question simple. You say it is the duty of the Commission to investigate the statement of the deputy minister. You either say you do not do it in all cases or you do. He asks you, if you do not do it in all cases what causes you to do it in some? There must be an answer to that question?—A. Well, I may reply that the Commission does ascertain in all cases.

By Mr. Chevrier:

Q. Does what?—A. Ascertain the facts in all cases.

Q. Ascertains the veracity in all cases?—A. Ascertains the facts.

Mr. LEWIS: You use your own discretion whether it is necessary.

Mr. RINFRET: It is either one or the other.

The CHAIRMAN: If they do it in all cases the question is answered, but the colonel had said they do not.

Mr. RINFRET: If they use their discretion then we want to know why, and how it is done. That is very plain.

Mr. LEWIS: A moment ago your question assumed that he did not do it in all cases.

By Mr. Chevrier:

Q. Then I asked the question, when he uses his discretion?—A. I stated that the Commission when receiving a declaration from the deputy minister that there was nobody in line for promotion, ascertained the facts.

By Mr. Garland:

Q. You would not have many cases like that would you?—A. Oh, no, they are much simpler.

By Mr. Chevrier:

Q. Colonel, you are forcing me to go through this. If you will tell me that in all cases where you get such a report, you investigate every time, then

I am through with the question. If you are going to tell me that there are some cases where you do not investigate, then I will follow up that branch of it.—A. We ascertain the facts in every case.

Q. In every case that the deputy minister makes a report to you that there is no one in line for promotion, you ascertain the veracity of those statements?—A. Surely.

Q. Well, if I had had that answer half an hour ago—you say you ascertain the veracity of the statements contained in the certificate?—A. I do not like the word veracity. We ascertain the facts. We assume that the deputy ministers are honest, you see.

Q. Well, you ascertain that the facts as contained in that statement are correct?—A. Yes.

By Hon. Mr. Marcil:

Q. In other words, you control these facts?—A. Yes.

By Mr. Chevrier:

Q. When you have ascertained or controlled those facts have you ever found them to be not true?—A. Oh, well, there may be errors sometimes.

Q. But *bona fide* errors?—A. Surely.

Q. Of great consequence?—A. What do you mean by great consequence?

Q. But it might be said it was a *bona fide* error; would it be such an error as would affect a man's promotion?—A. It might be serious, of course. If somebody was in line of promotion, a declaration that there was nobody in line for promotion might involve serious consequences.

Q. When you have decided to make these promotions, if there is somebody in line for promotion, leaving that branch of it alone, suppose a deputy minister says there are clerks in line for promotion, how do you proceed?—A. I will answer you, Mr. Chevrier. I will use exactly the proper words.

Q. You can use them without reading lengthy pages?—A. The grounds of competition are, first, fitness for future functions; second, efficiency in past duties, and third, seniority. It may be displeasing to you, but I wish to give a correct answer.

Q. I am not going to object to you reading a report.—A. This is my verbal answer.

Q. You appreciate the answer, because you have given a different one to what you gave me a moment ago.?—A. I am replying to your questions. Surely I have the right to take my notes, in order to reply to your questions. You want to know how the Commission proceeds in case of a promotion. I wish to tell you. The grounds of competition are, first, fitness for future functions; second, efficiency in past duties, and third, seniority. As a rule, fitness for future functions is established through a written test on practical questions. We give three marks for that. The ratings of the heads of the divisions or branches are checked up by the deputy minister. We give two marks for that. Efficiency in past duties is exclusively determined by the ratings of the heads of the divisions or branches, again checked by the deputy minister. We allow them three marks for that. Seniority is necessarily based upon length of service. We allow two marks for that. That makes ten marks in all. That is where a written examination may be used. Wherever a written test is not practicable or advisable, as in the case of the higher administrative or technical grades, the result of the competition is entirely based upon the ratings of the heads of the technical divisions or branches, such ratings to be checked by the deputy minister; in other words the departments here have everything to say.

By Mr. Lewis:

Q. Under the present system, if the deputy minister makes an error, and there is no one in the line for promotion, and if you in your discretion should make some error, it does not debar a man in the service who thinks he has been wrongly overlooked from becoming a competitor in the examination; he can still apply?—A. Absolutely.

Q. But under the system they advocate, you would have no competition at all?—A. No.

Mr. RINFRET: What do you mean by "they advocate"?

Mr. LEWIS: The deputy ministers.

WITNESS: I wish to deal with promotions after appointments.

By Mr. Chevrier:

Q. If I gather rightly from what you have read, when it is necessary to make a promotion, there are two things, it may be by written examination or it may be by ratings; is that right?—A. It is a competition.

Q. Are there cases where it is only by ratings and cases where it is only by competitive examination, or is it always a combination of both?—A. Well, as a general rule it is a combination of a written examination and of ratings. There may be cases where it is only a matter of ratings.

Q. Very well. Take a case where it is purely and simply a matter of rating, the deputy minister gives the rating, or the clerk in charge or a superior clerk gives the rating, and it is checked by the deputy minister?—A. The chiefs of the divisions or branches give the ratings, which are checked up by the deputy ministers.

Q.The deputy ministers check the ratings?—A. Yes.

Q. What is done then with the recommendation and the ratings?—A. Well, we have divided it into two.

Q. You say that there are cases that depend simply and purely upon ratings?—A. Yes.

Q. And in some cases there is a combination of both?—A. Yes.

Q. Let us assume that this is a case that depends upon ratings only, and we will then take up both?—A. In such a case it is entirely in the hands of the department.

Q. When a deputy minister has checked the ratings, they go to the Civil Service Commission?—A. Yes.

Q. And the Civil Service Commission acts upon those ratings?—A. Yes.

Q. What action does it take?—A. The ratings are accepted.

Q. How often are the ratings accepted?—A. I believe they are generally, perhaps not always accepted, but no written examination.

Q. Take a case where there is a written examination and a rating, the deputy minister makes the ratings?—A. And checks the ratings.

Q. Who sets the examination?—A. The written examination?

Q. Yes?—A. The Commission.

Q. How many points do you allow on the written examination, and how many points do you allow on the ratings when an examination is required?

Mr. LEWIS: Is that a proper question, Mr. Chairman?

The CHAIRMAN: I think it is. I think it is very important. I think it is a division of the marking, and therefore is very important.

WITNESS: As I said before, the first ground of competition is fitness for future functions.

The CHAIRMAN: Ten points?—A. Yes.

APPENDIX No. 5

By Mr. Chevrier:

Q. We are not now concerned with those that are purely and simply questions of fitness, but cases of competitive examinations coupled with ratings. Do you give 100 per cent on a written examination and then calculate the ratings at ten, or fifty for the ratings and fifty for the written examination?—A. I will tell you, Mr. Chevrier. The first ground of the competitive examination is, fitness for future functions. Five marks are granted for fitness for future functions, three marks for the written examination, and two marks for the ratings of the heads of divisions or branches. then there are three marks for efficiency in past duties, and two marks for seniority.

By Mr. Lewis:

Q. Who gives the marks for efficiency?—A. The heads of the divisions or branches in which are the officers in line for promotion.

By Mr. Chevrier:

Q. I did not get an answer to my question. There are two possibilities; one is ratings only, and one a combination of ratings and an examination. When you strike a case of ratings only, that has ten marks, in the ratings you suggested a moment ago?—A. I said ten. We might as well say one hundred marks; that makes no difference.

Q. I do not get it any better. You say you give five for fitness for future functions, three for the written examination and two for ratings?—A. Ten marks in all; five for fitness, three for efficiency and two for seniority.

Q. If I can get you to grasp my question, your answer will be very simple. You have a case where a promotion depends upon ratings only?—A. Yes.

Q. And you have a case where it depends upon ratings and a competitive examination?—A. A written examination.

Q. A combination of the two?—A. Yes.

Q. When it is purely and simply on ratings, is the rating there different from the rating you will give when it is a combination of both?—A. No; I believe the same relative importance is given to each.

Q. Supposing I was up for an examination which necessitated a combination of the two, I would be rated by my deputy minister, and I would try the examination?—A. Yes.

Q. How many marks would you allow, what would be the number of marks the Commission would allow me on that written examination?—A. Out of five, three.

Q. Three on the written examination?—A. Yes.

Q. And two on the ratings?—A. Two on the ratings, with regard to fitness for future functions.

Q. All right. Suppose I come up, and I pass the examination with flying colours and get three points; it is then up to the deputy minister to rate me, is it?—A. Yes.

Q. That would mean that I would get say 60 on the written examination, and I would be susceptible of getting 40 on the ratings, that would mean 100, or it would mean 5?—A. If you passed a perfect written examination you would secure three marks out of five on fitness.

Q. That would be 3 out of 5 or 60 out of 100?—A. Yes.

Q. The deputy minister would have to rate me; is that right?—A. Yes.

Q. It is a combination of both?—A. Yes, always in connection with fitness. Efficiency is the important thing. Fitness is for future functions, and efficiency is for past duties, past work.

By the Chairman:

Q. You have said 15 marks. What is the basis of points; please let us see what they are.—A. Ten marks altogether.

Q. The rating counts for 7 marks?—A. Yes, exactly.

The CHAIRMAN: That is Mr. Chevrier's question. On your rating for efficiency, the Colonel claims you get three marks, on seniority two marks, on the written examination two marks.

WITNESS: In other words, out of ten marks seven belong to the department.

By the Chairman:

Q. And three belong to the Commission?—A. Yes.

By Mr. Chevrier:

Q. Out of the ten, seven go to the department and three to the Commission? —A. Yes.

The CHAIRMAN: That is the point.

By Mr. Chevrier:

Q. I am not as happy in my argument as the Chairman is. Supposing I passed my examination with flying colours. I would get three, then I would have to go back and at the same time the department will rate me. Let me put it in this way: Suppose there were two of us coming up for promotion, I get by with flying colours and get three marks, the other employee goes into the same examination and gets three marks, we are equal, I go up for rating before the department, and the department rates me 6 and rates him 5, do you take that as final; we are equal in marks, although I am one mark ahead of him?—A. There are only two marks there.

Q. We are equal on the written examination?—A. Yes.

Q. But on the ratings I am one mark ahead of him. Do you give me the job there and then or do you investigate it further?—A. No. It is the decision of the Commission, based upon the ratings as to fitness and efficiency.

Q. So that in the final analysis, in a case such as that, where you would be equal before the Commission, the department might rate a man higher than another, and the departments rating would carry; is that right?—A. Of course the ratings of the department might exceed the number of marks obtained in the written examination.

Q. Supposing it did, what would be the effect?—A. Well, the ratings would decide, would be the deciding factor.

Q. In the last analysis, it would depend upon the departmental rating?— A. Surely.

By Mr. Lewis:

Q. Before you go on, do you get the rating before the examination is written or afterwards; do you receive the rating first, before the examination is written?—A. I am under the impression that the written examination takes place first.

By the Chairman:

Q. Are you sure?—A. Well, of course the details of the proceedings are better known to the officers of the Commission, but I would say that the written examination takes place first, because some may entirely fail in the written examination, and it would be useless to ask the department to decide the ratings.

By Mr. Rinfret:

Q. If a candidate on the written examinations falls below a certain standard, is he discarded altogether?—A. Yes.

Q. He must obtain a certain number of points?—A. Absolutely. I think it is 60 per cent, Mr. Rinfret.

By Mr. Chevrier:

Q. Do you ever check up the ratings as they are given, or do you take them as given?—A. We must accept them.

By Mr. Rinfret:

Q. There might even be a case where one candidate is less successful than another in an examination, but he wins the promotion on the difference in the ratings? I might have three on an examination and Mr. Chevrier might have two, but he is rated 6 and I am rated only 4. You understand what I mean?—A. Yes. The figures—

Q. You always amalgamate the figures?—A. Yes. It is a combination of the marks obtained in the written examination and also in the ratings.

By Mr. Lewis:

Q. Do you send to the deputy ministers the number of marks that each candidate has obtained in the examinations?—A. In the written examinations, oh, no.

Q. You get the examination first before they know anything about the marks?—A. We get the examinations first and the department provide us with ratings of the chiefs of divisions or branches.

Q. So as far as that is concerned, they are ignorant of the total marks which the candidate has received in the examination?—A. Yes.

Q. That would remove any suspicion that the marks had been given to overcome any deficiency in the examination, by keeping them ignorant of the marks so that they could over-rate an individual?—A. Yes.

By Mr. Garland:

Q. According to your figure, the departments control seven-tenths of the appointments in comparison with three-tenths by the Commission?—A. Yes.

By Mr. Lewis:

Q. Is that exactly true? Does the deputy minister control the physical fitness? I do not think so.

The CHAIRMAN: I think so, so far as rating is concerned. That comes from the department.

By Mr. Lewis:

Q. You say physical fitness is under the first five marks?—A. I really have no printed forms here. You see, it is under the heading of fitness for future functioning. Of course it should imply physical fitness too, because if a person is sick, he is surely not so efficient as another one, who is not.

Q. In the case of disability, that might not be a physical effect. If a man functioning in that department has a physical defect under the disability clause —as far as the soldier is concerned, he might not have a defect so far as functioning efficiently is concerned, in that department?—A. No.

Q. That would not work against him?—A. No.

By the Chairman:

Q. In the rating of fitness supplied by the department, is physical fitness a factor?—A. I believe so.

Q. You are not sure that it is?—A. I have not a printed form.

Q. The deputy minister makes the recommendation of fitness for the position?—A. Yes.

Q. He would not recommend against a man so long as he was physically fitted for the position?—A. I was under the impression that Mr. Foran and Mr. Bland had furnished the Committee with all these details.

The CHAIRMAN: We are asking for confirmation.

By Mr. Rinfret:

Q. I notice in your first statement you say "such an amputation"—meaning if we would exempt some positions from your jurisdiction, we would make the Civil Service an undesirable career and no serious young man would care to enter the service. What you mean by that is that there were no serious men in the Commission at all?—A. No.

Q. Are you aware that the Prime Minister of this country was a civil servant for a while, and was appointed under the regime you condemn? I was a civil servant myself and I protest against this allegation.

Mr. CHEVRIER: So was I.

By Mr. Rinfret:

Q. The reason I am putting this question is not to make a point or a joke, but I want to show you that that is altogether too sweeping on the face of it. It seems as if you came here for the purpose of making a demonstration. What we want are facts.—A. I believe very probably you would never have entered the service if you had known your promotions would have been blocked halfway, because you had more ambition than that.

By Mr. Lewis:

Q. When a man enters the Civil Service through the Commission, the man would be handicapped and not be in a position to obtain these high positions that come by appointment ?—A. Yes.

By Mr. Chevrier:

Q. I fully agree with Mr. Rinfret. The reason I object to introducing that statement in that way was that it was a fearfully sweeping statement and it is hardly fair to ask anybody to go through this with you sentence by sentence. You have made a number of allegations, such as the one Mr. Rinfret points out, and it leaves to the members of the Committee—I do not know about the others —but to myself, it leaves me no opportunity to dissect it unless I take tremendous time to go into it fully. That is the objection I have to it.—A. I have no objection whatever to put aside the statements. You may be sure that I do not give more importance to them than they deserve. I might tell you I would be very pleased to throw them into the wastepaper basket.

Q. I would be offended if you thought I meant it in that way, but you know, as a legally trained man, that anything that goes down in evidence, remains as a fact. It is taking an undue advantage in putting in four pages of typewriting, and not knowing beforehand what is going to be put on the record.

Mr. GARLAND: Did not all the other witnesses give it in the same way?

The CHAIRMAN: Not in the same way. I think the investigation has proceeded to a point now where the members of the Committee know fairly well the vital points that are to be inquired of from the Commissioners, and I think the evidence we had last night was very valuable, in that Dr. Roche cleared up the points that were in the minds of the members of the Committee. We have prepared many questions based on the former evidence. I have a list of questions I asked Dr. Roche last night, I would like to have Colonel LaRochelle's acceptance or refusal of these points. They are very vital.

By Mr. Chevrier:

Q. For instance, we read one, "technical appointments." You disagree that you want to have them to remain as they are.—A. Yes.

Q. On promotions—we wandered away from the point. Here is what the deputy minister recommends:—

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"That the present civil service provisions with regard to promotions be repealed and that there be substituted therefor a provision to the effect that promotions shall be made for merit by the Governor General in Council upon the recommendation of the head of the department based on a report in writing from the deputy head and accompanied by a certificate of qualification from the Civil Service Commission."

Have you any objection to that form of promotions?—A. This is a revision of section 24 of the Act of 1908, because the terms are exactly the same.

Q. Do you remember the operation of that section under the 1908 Act? Do you find any trouble with that, with section 24 of the 1908 Act?—A. Here is what I might say in reply to your question, Mr. Chevrier, under section 24 of the Act of 1908, the officers in line for promotions were not allowed to compete for the vacant positions. One man was selected by the deputy minister, and the Commission was simply requested to state whether he was qualified or not. The question was not of promoting the best qualified officer, but of promoting one possessing the minimum of qualifications.

The CHAIRMAN: That is not right.

Mr. CHEVRIER: You see what you get by reading this.

The CHAIRMAN: He might have a maximum qualification. That is a mistake in the facts on the face of it. This is a case of promoting one who has the minimum qualifications. That is not a correct statement of fact.

By Mr. Rinfret:

Q. And more especially in the cases we alluded to a few moments ago. The witness admitted himself that in most cases seven out of ten marks were given according to the ratings of these men, that you say now will promote the less qualified party.—A. If I might be permitted, I might reply thus: provided an officer possessed the minimum qualification, the Commission had no right to refuse the issue of a certificate.

By the Chairman:

Q. If the word "may" were in there, it would settle it. The candidate may have the minimum marks.

Mr. LEWIS: Is that evidence as a whole being put in?

The CHAIRMAN: Yes.

The WITNESS: I might say under section 24 of the Act of 1908 the functioning of the Commission was practically reduced to the automatic issuing of certificates. Provided an officer possessed the minimum qualifications, the Commission had to issue the certificate.

By Mr. Chevrier:

Q. Did it always happen that the Commission granted a certificate to the employee who had been recommended with the minimum qualifications?—A. We had no way of ascertaining that.

Q. Your statement comes down to this, that it was possible that the man recommended by the department had the minimum qualifications. It was not necessarily so, but it was so. That was the danger. It was possible that the man recommended had the minimum departmental qualifications?—A. Was not best qualified.

Q. It was possible?—A. Yes.

The CHAIRMAN: That is the danger.

Mr. CHEVRIER: True, that was the danger. Do you know how often it happened that a man with the minimum qualifications was promoted by the deputy minister to the detriment of somebody else?

The WITNESS: I do not know.

By Mr. Chevrier:

Q. Do you know if it has happened?—A. I beg your pardon.

Q. Do you know how often it has happened if it has happened to your knowledge?—A. I might tell you this, that on two occasions Dr. Shortt and myself refused to issue certificates unless older officers in line of promotion, who had been neglected and set aside, were properly considered.

Q. That was fine. That is alright. You were there to do that and you did it.—A. I am under the impression that at that time the Commission went out of its way, because according to that, I believe Dr. Short and myself had the right to say "we will not deal with the recommendation unless these two men who are senior and in line for promotion are considered."

Q. Very well, I think you are right under the interpretation of the law, but were such men possessing such qualifications, outside of their age in the department, were they such men with such qualifications that if they had been older you would have been obliged to give them their certificate of fitness.—A. We were of the opinion that those two men were the best qualified and the most meritorious, and it was the reason why we did not care to go on without paying some attention to those senior officers.

Q. Look here, you have not answered my question at all; I said you said that you refused to grant certificates because you knew that these people were too young—?—A. It is not a question of youth; these two men had been recommended for promotion, and the Commissioners discovered that the senior ones also in line of promotion had been ignored and they called the attention of the department to the fact.

Q. The only reason why you brought it to the attention was that these two men were seniors, but the other two men that had been recommended by the department you thought they deserved a certificate of fitness as far as the Commission was concerned, so far as their capability of filling the position was concerned?—A. The certificates were finally issued in favour of the two men recommended; they had the minimum qualifications, but the other two had in that way the advantage of being promoted too.

By Mr. Lewis:

Q. Does not this very case prove that there was the possibility of favouritism under the old system, the very fact that two men were neglected proves that favouritism might creep in under the old system?—A. It is my—

The CHAIRMAN: The Colonel's viewpoint is; under the old system a man might be promoted with the minimum qualification, and under this system he wants to show it cannot be done; that is the point.

By Mr. Chevrier:

Q. All right, we will leave that. Now, let us take another aspect of it, at page 3: "Your Committee desires to offer the following recommendations also, that there are certain outside services, such as employees in offices outside of Canada, rural postmasters, etc., to which it is impracticable to apply the provisions of the Civil Service Act reasonably, and these should be removed from the application of the Act, and a list of such services be supplied by the department"—Let us take up the postmasters, they have been exempted as I understand it, up to $200, is that right?—A. Yes.

Q. What was the reason for exempting those up to $200?—A. Oh, well, $200 was the limit adopted by the Commission.

Q. And may I be favoured with the reason why it was placed at $200? —A. Oh, well, let us say that it was purely arbitrary.

By Mr. Rinfret:

Q. And it might as well be $500 or $1,000?—A. Well, the Commission thought it was wiser not to go further.

Q. There must be some place to stop?—A. In view of the spirit of the Act, the Commission thought it would not be wise to go further.

Mr. RINFRET: I may say in fairness to the witness that Dr. Roche also said last night it was purely arbitrary, and it is also my opinion.

By Mr. Lewis:

Q. Is that correct? He said in regard to the rural mail carriers that when it came up to $200—under $200 they did not have to re-compete—

Mr. RINFRET: That is so.

Mr. LEWIS: It is the same with the Income Tax, you have to change it at some particular figure.

Mr. RINFRET: We wish to have certain facts.

The CHAIRMAN: Dr. Roche admitted it was arbitrary, and he also stated it was arbitrary under the rural mail contract renewals.

By Mr. Chevrier:

Q. Under certain orders in council passed in September, 1921, you exempted a large number of labouring positions from the operation of the Act?—A. Was it not in 1922?

Q. You passed an order in council in September, 1921?—A. Yes, in connection with the $200 positions, I suppose.

Q. You passed some on the 5th February, 1921, on the 11th July, 1921, on the 19th September, 1921, and on the 21st September, 1921—when you exempted these position covered by these various orders in council what was the determining factor, what guided you in doing that—why were they exempted?—A. The positions to which a salary not higher than $200—

Q. Let me say again; when you exempted the manager of the Parliament Restaurant you gave the reasons there; you exempted a chaplain, you exempted the clerks for commercial intelligence service, and all that—?—A. My simple reply to that is because the Commission was of the opinion that those positions could not properly be filled through competitive examinations, that the competitive system was not applicable to such positions.

Q. Then when you pass on to the order in council of the 22nd June, 1922, were you moved by the same spirit?—A. Surely.

Q. With no pressure of anybody at all ?—A. Oh, no; we were of the opinion that the competitive system could not apply to such positions.

Q. Are there other positions to which the merit or the competitive—what did you say, competitive or merit system?

The CHAIRMAN: Competitive.

The WITNESS: Oh well, I used that expression; it looks perhaps a little less pretentious.

By Mr. Chevrier:

Q. Which one?—A. Competition.

Q. The other word got into my mind and I did not know which word you had used. Are there any other positions which are in the same categories as those which were previously exempted?—A. Well, there may be a few, not many, because they were practically all exempted, but I believe it may be that if every man, a lockman and lower grades of light-keepers and care-takers, it may be that those might be exempted on the same ground, because I do not see to what examination a lockman who is a mere labourer could be submitted. With

regard to a care-taker I really do not see to what examination he could be submitted; provided he is honest, strong, reliable, and possesses an elementary education; he would be qualified for such a position.

By Mr. Lewis:

Q. Is not there an element of permanency in the appointments you have just spoken of, that it is desirable it should be under the Civil Service Commission to guarantee their permanency?—A. In reply to your question I may say that the secretary-general of the Light-keepers' Association is very much in favour of keeping the light-keepers under the present system.

By Hon. Mr. Marcil:

Q. They hold office at the present time?—A. Yes.

By Mr. Chevrier:

Q. In answer to that I want to put it this way, that the fact that a position —take a position of hazard, any position, an elevator man, a lighthouse keeper? —A. Lighthouse keepers are of the lower grades, three and four, because the other ones are rather important you see.

Q. Take a charwoman's job, the position of charwoman is no more permanent by the fact that the Civil Service Commission makes the appointment than if the department itself made the appointment, is it, in fact there are a number of charwomen now who have been in the employ of the government since 1894?—A. I am not sure, but I am under the impression that the Department of Justice decided long ago that charwomen who were regularly working—

Q. Came regularly to work were to be permanent?—A. Yes.

Q. But it is not the fact that a position is under the jurisdiction of the Civil Service Commission that makes it permanent or not?—A. No.

Mr. Lewis: It would be in the lighthouse keepers—I am not speaking about charwomen.

By Mr. Chevrier:

Q. Supposing you have a light house keeper of the lower grade?—A. It is the present law that creates the present situation.

Q. A lighthouse keeper is not necessarily a permanent position because he has been appointed by the Civil Service Commission?—A. No, it is as a result of the Act.

Q. So that the appointment by the Civil Service Commission generally speaking in these labouring positions does not make it a permanent position? —A. Oh yes.

Q. No, no, if you appoint a lighthouse keeper under your system that does not make him a permanent employee?—A. Oh yes, it is just as if he were appointed by order-in-council.

Q. The higher ones?—A. All lighthouse keepers, Mr. Chevrier.

Q. All light keepers, all elevator men, all charwomen, all labour foremen, all labourers appointed by the Civil Service Commission?—A. I believe.

Q. Why is it that some of them have been released; if the fact that they are appointed by the Civil Service Commission makes them permanent I should say the fact that they are released by the Civil Service Commission takes their permanency away from them?—A. Oh no. What I say is if an employee is appointed under the certificate from the Civil Service Commission he becomes permanent that is the law.

Q. If he stays there more than six months?—A. Yes.

Q. If a man goes into the service in one of these exempted positions and stays in there for more than six months, the same thing applies. Here is what

I want to get at: when you exempted these positions by order-in-council 1053 you made certain conditions that the appointment be necessary, that the preference extended by section 39 of the Act be observed, that the person selected shall satisfy the department as to his qualifications and he shall be suitable as to age, character and habits—when you make out those recommendations I suppose you have in view the efficiency of the service and the securing of proper people?—A. Would you let me see that?

Q. I say when you made those recommendations you still had in mind that the people who should be appointed should be efficient people to carry on the service, I mean you made these recommendations with something in mind?—A. Well those positions were exempted because the Commission was of the opinion that they could not be filled by competitive examination.

Q. Yes, Colonel, I agree with that, but you did not want to let them go without making a bargain apparently, and you said that the selection of candidates for the above classes should be left entirely in the hands of the departments subject to the following conditions?—A. Yes, well, according to the Act the Commission had to provide for that.

Q. When you made out these conditions you were satisfied that the carrying out of these conditions would ensure, so far as practicable, after they had left your hands, the filling of positions by proper men?—A. Evidently.

Q. And you put in there all of the qualifications and requirements which you thought were necessary and essential for the securing of proper men to fill the position?—A. I believe so.

Q. And you put in there all of the conditions that you thought should be put in there?—A. Yes.

By Hon. Mr. Marcil:

Q. About the outside services, Colonel? Your staff does not enable you to cover the whole Dominion when a vacancy occurs a long distance from Ottawa. You have to rely on the report of the local officer? Take the case of a lighthouse in Quebec, Nova Scotia or New Brunswick?—A. Absolutely, Mr. Marcil, we have to rely upon the officers of the department.

Q. And when the reports are received from the post office inspector, or the lighthouse inspector and so on, they are generally accepted by the Commission if they are not contrary to law?—A. Yes, as a rule. Those reports are controlled by the Commission, but they are so to say usually accepted.

Q. You have the power of refusing them, but you generally accept them?—A. Yes.

Q. Now the reason for exempting the $200 post office is that you thought that the department did not renew contracts over $200 without calling for tenders, and that that was a fair limit to fix for the postmasters, $200?—A. Yes.

Q. Do you find it easy to secure competitive examinations in the case of a postmaster who receives three or four hundred dollars salary? Is it possible for you to hold a competitive examination in such a case, say $500?—A. No. Well, here is the procedure of the Commission. The procedure is the same as in other cases. The district post office superintendent, after the vacant position has been advertised, is requested to make an investigation, to interview all the candidates, and inquire about all the circumstances, to sound the feeling of the community with regard to the different candidates. And the superintendent has also to ascertain or to see that the candidate to be selected either owns or possesses central premises for the convenience of the public, and then he makes his report, very carefully referring to each candidate, showing the good and weak points in each case, and that report comes to the Commission through the Post Office department, and the Commission finally renders its decision upon that report.

Q. That procedure is universal with all country post offices no matter what the revenue is, whether $1,000 or $1,500 or $2,000 or $200, the procedure is the same, you have to rely on the report of the post office inspector?—A. Yes, but in the more important cases the education of the candidates is controlled by the examination branch. With regard to the very small post office, the education of the candidates is checked by the district post office superintendent, and the examination branch again goes through the applications and ascertains by itself the education of the candidate.

Q. What would you call a large office? Would you call a $500 office an office worth giving yourself that trouble?—$500 salary based upon revenue?—A. Oh, well, it is hard to say what one might call a large office.

Q. There is another point regarding the appointment of lighthouse keepers. In an ordinary lighthouse, where the duties consist in keeping the structure in order and lighting the lamp at night and putting it out in the morning, where practically every man in the district is competent for the work, how can you establish a competitive examination for such a position?—A. I gave the reason for it a little while ago. I said it was very hard to hold competitive examinations in connection with such positions.

Q. You did not exceed the $200 limit, because you thought it would be contrary to the spirit of the law?—A. That question might be taken into consideration again.

Q. In the case of appointing a wharfinger where the duty consists merely in collecting a small sum of money, do you think a competitive examination is necessary in a case like that, for these ordinary country wharves where they collect perhaps $25 or $50 a year?—A. Well, if a fairly good education is required I believe it should remain on the competitive system.

Q. As far as you know the releasing of these positions has not affected the Civil Service of Canada, you have no reason to regret what you have done so far, as far as you have been able to ascertain?—A. Not that I know of.

By Mr. Garland:

Q. Colonel LaRochelle, at the time of this list of exemptions, did you have any correspondence with the Government, did you make out a list of exemptions or did the Civil Service Commission make this list out?—A. It is done, sir, according to the conference of the deputy ministers and the Commission. We came to a conclusion in regard to such positions as should be exempted. The Commission first requested the deputy ministers to be good enough to furnish us with a list of the positions which in their judgment should be exempted; the Commission received from all the departments such lists, and after having gone through these lists it came to the conclusion that the requests were going too far in many cases. For instance, certain departments were asking that practically all of the technical positions, all the professional and technical positions, be exempted so that the Commission finally established the list in question and sent it to Council for approval.

Q. The list you sent to Council was approved as you sent it?—A. I believe so.

Q. There was no change in it?—A. I don't think so.

Q. Did all the Commissioners sign that list or that report to Council?—A. I may tell you this, sir, the three Civil Service Commissioners came to the conclusion that all those positions should be exempted, that the competitive system could hardly be applied to them. The three Commissioners were unanimous in that conclusion. The only difference was in regard to the conditions under which they should be filled by the departments. Dr. Roche thought that the requirements should be more severe; and my colleague Mr. Jameson and I thought that as they are they were severe enough.

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Q. In other words, Dr. Roche did not sign that then did he?—A. Well, Dr. Roche agreed to the exemption of all those positions and simply disagreed as to the conditions under which they were to be filled by the departments. But so far as the principle of exemption is concerned, Dr. Roche was agreeable to it.

By the Chairman:

Q. What was the clause that you differed on?—A. Dr. Roche differed with his two colleagues in connection with the procedure to be followed by the departments in the filling of such positions. If it is the pleasure of the Committee, I may read the different articles of that procedure:—

"First, that the appointment is necessary for the efficient carrying on of the work of the department.

B. That the preference extended by Section 39 of the Civil Service Act, 1918, as amended, shall be observed."

By Mr. Rinfret:

Q. That is the returned soldiers, is it?—A. Yes. (Reads)—

"C. That the person selected shall satisfy the department as to his qualifications.

D. That he shall be suitable as to age, character and habits."

That the compensation shall not exceed the salary provided in the classification schedules, and that where prevailing rates are provided as the compensation for a class, or where no class schedule exists, that the rates of pay shall be such as are recommended by the department and approved by the Governor in Council, and that the compensation in these cases shall carry no bonus."

There are two provisos after that. Would you like me to read them?

Mr. GARLAND: I would like you to read the clause that you disagreed on.

Hon. Mr. MARCIL: In the matter of appointments they disagreed.

By the Chairman:

Q. Did Dr. Roche sign this?—A. No, he did not agree to the conditions, he agreed to the exemptions.

Q. These are the conditions that you signed?—A. Yes.

By Hon. Mr. Marcil:

Q. Dr. Roche, I understand, wanted to go further than that; he wanted to put still more stringent conditions?—A. Yes.

Q. Will you tell us the nature of those conditions?—A. I think Dr. Roche would be the best man to explain his objections.

The CHAIRMAN: We asked Dr. Roche the question last night.

Mr. CHEVRIER: There was a slight disagreement, but he fully agreed to the exemptions.

By the Chairman:

Q. Did Dr. Roche eventually sign the recommendations to the Government?—A. I beg pardon.

Q. Did Dr. Roche eventually sign the recommendations to the Government?—A. Yes.

By Mr. Chevrier:

Q. I think we have come to something we can agree upon. Do you think a superannuation measure is necessary?—A. I believe so.

Q. You think that would be for the better interests of the service?—A. I believe so.

Q. Have you any suggestions to make as to the improvement of the law—if there is any improvement to be made?—A. I believe the Commission will recommend certain minor changes.

By Mr. Rinfret:

Q. The Commission will recommend minor changes to Parliament, or to the Government?—A. I beg your pardon.

Q. I understood you to say that the Commission will recommend some amendments. Is that what you say?—A. I believe it will be transmitted to your Committee.

Mr. RINFRET: That is what I wanted to know.

By the Chairman:

Q. I have some questions to ask as a result of this evidence. Take section 45B, clause 3, as to increases—that is chapter 12—do you think that section should be amended so as to provide for annual increases being granted by the deputy heads instead of by the Commission?—A. I believe the Commission does not object to that.

Q. Do you think it would be advisable?—A. I think it would make no great difference, because the Commission almost invariably approves of the recommendations of the departments in connection with salary increases.

Q. It would relieve the Commission of a lot of troublesome and expensive checking work rendered necessary by such recommendations?—A. Yes.

Q. Now take section 42, clause 4, as to the eligible list. It has been suggested that this section should be amended so as to provide for the life of the eligible list, if desirable.—A. I believe that would be a good thing, because with the present system after a certain time the youth of the country is practically excluded from the service.

Q. In the same section and in the same clause, do you think that that section should be amended so as to provide that a general examination for the lower grades in clerical classes should be held, to supply eligible lists for a certain number of positions based upon the recommendations of the departments?—A. That seems to be correct.

Q. Now take section 43, clause 3. We have some recommendations from the Post Office department on this question, that the Committee will take up later on. It has been suggested that this section should be amended to provide the length of time before a resident can be decided upon as being a bona fide resident of a locality. There has been some difficulty in regard to that. Do you think that that should be amended and a definition given as to the length of time a resident should live in a certain locality before becoming eligible?—A. That would assist, I think.

Q. It would assist the work of the Commission?—A. Yes, I think it would assist the work of the Commission.

Q. Dr. Roche stated last night that the Commission had authority under the Act, and that they were exercising that authority as to the necessity of giving Dominion-wide publicity for minor positions at Ottawa, so that it would not be necessary to amend the section, provided you had the authority. He said you had the authority?—A. Yes.

Q. And acted upon it?—A. Yes.

Q. Take 45B, to enable permanent appointments at other rates of salary in places where the prevailing rate does not exceed the maximum rate of the class in which the position is classified. Are you in favour of amending that section to give you that power?—A. I believe so, Mr. Chairman.

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Section 49, to provide suitable remuneration for private secretaries who were permanent members of the civil service?—A. I believe that that should be decided too.

Q. It has been suggested that we repeal section 28, subsection 3, dealing with the laying off of employees and their re-listing of future employment, and utilizing instead the provisions of section 9, subsection 4, which provides for supernumeraries in the service?—A. I believe in that.

Q. Dr. Roche questioned the advisability of it. He said he thought it had a beneficial effect in some cases, but not in all. I have that clause marked. It has been suggested that the difficulty arises in the Post Office department, where they have competent assistants. Do you think the Act might be amended by giving the Civil Service Commission the power to promote to a rural postmaster an assistant postmaster who had had long service in that office?—A. I think that that would be right.

Q. There is another point with regard to the Post Office department. It has been suggested that an amendment should be made to provide that in cases where rural post offices were placed upon a city basis such staffs should be given civil service status upon qualifications without a competitive examination?—A. Yes. I would even go so far as to say that they would not be obliged to pass examinations.

Q. That was a recommendation Dr. Roche made last night.—A. All precedents are to that effect.

Q. Section 4 (*b*) of Chapter 12 reads in part:

> " and, upon the request of the head of a department, to investigate and report upon any matter relative to the department, its officers, clerks and other employees;"

It has been suggested that that be changed to read: " and, upon the request of the head of a department, to investigate and report upon any matter relative to the department, its officers, clerks and other employees, and that a copy of such report be forthwith supplied to the party making the request." The change there would be that a copy of the report would be supplied to the party making the request. Have you any objection to that copy being supplied?—A. I understand that it would be only at the request of the head of the department.

Q. Yes, that he should be supplied with a copy of the report.—A. Yes, I think so.

Q. Under the Act he is not entitled to a copy of the report?—A. No.

Q. We have had a lot of discussion before the Committee about personnel boards, and there has been a feeling evident among th civil servants themselves that they have no appeal from the findings of the Commission. It is therefore evident that in an organization, or the organization of the work of a department those in charge of a department must of necessity know most about it. Do you think the establishment by the Commission of personnel boards would remove the dissatisfaction that exists among the employees in connection with classification and other kindred matters affecting their welfare?—A. It might.

Q. The civil service is divided into a number of groups, such as technical, engineering, postoffice and other services. If those different services were represented by personnel boards which would meet regularly and discuss such matters as promotions, leave-of-absence, classifications, and so forth, and discuss them with the Commission from time to time, do you not think it would reassure the civil servants that their interests were being safeguarded in this service?—A. Yes, I think it would be a good thing.

Q. Would it not be a decided advantage to the Civil Service Commission to have their views upon these matters?—A. It would be a good source of information.

Q. These boards would be advisory, and would assist the Commission very materially in regard to the various problems which come before it. We are not very particular what you call them, whether you call them personnel boards or Witley councils—my preference is personnel boards—it would seem to be the logical thing to do, so that the voice of the employees should be heard, and that there should be some way of getting their views before the Commission? —A. I believe such a plan would be practicable.

Q. You are probably aware that there was a report of the Congressional Joint Commission on Re-classification of Salaries at Washington recently, and for the benefit of the Committee I would rather like to read an extract from the report of that Committee.

> "Your Commission recommends the establishment of an advisory council to the Civil Service Commission composed of 12 members, 6 appointed by the President of the United States and 6 elected by the employees. The council would have the right to make recommendations to the Civil Service Commission in relation to any matter within the jurisdiction of the Commission which affects the employees of the Government, and the Commission would be directed to refer to the council for its advice all proposed changes in rules and regulations affecting the employees.
>
> The Council would also be authorized to appoint personnel committees in the various departments and other governmental establishments.
>
> The setting up of this council is in line with the attempt to give the Government of the United States a modern employment policy. In the industrial world the more progressive employers have long since recognized the justice of permitting employees to have an opportunity to adequately present matters affecting the conditions of their employment. The Government of the United States cannot afford to be a laggard in this particular.
>
> Your Commission recommends that employees be given the right of appeal to the Civil Service Commission in the matter of grievances, disputes, or controversies concerning subjects over which the commission is given jurisdiction. In that connection the suggestion is made that the commission may find it advisable to avail itself of the services of the personnel committees appointed by the advisory council, and authority to do so is specifically granted in the bill submitted."

That is the wish as expressed by the Congressional Commission. It has recommended the very clauses we have been considering here. As a Commissioner, do you favour something of that kind, for the sake of the civil service? —A. I would have no objection to those councils.

By Mr. Rinfret:

Q. Before you conclude, there is a case I would like to bring to your attention, it is a case regarding the preference given to the returned men. I understand that when your Commission has to appoint a rural postmaster, that this has happened in two or three instances, and there may be more. There is a recommendation by a local inspector, and I believe sometimes you also have a request in favour of a local man for the postmastership who has lived a long time in the locality. At the last moment a returned man who has not lived there for many years, but who happens to have been born there, or to have some relatives there, comes along, settles in the locality, stays there a couple of months and

makes application for the same post of rural postmaster. I have an instance in mind where a returned man happened to live in a certain locality. He was employed in a factory but had no other connection except the fact that he had been living for a few weeks in that locality. There was a vacancy in the postmastership; a man who had been there in 1911 applied for the position which was vacant. He had the support of the locality, from the population, but on account of the preference given to returned men that returned soldier, who was only there a couple of months, maybe a couple of weeks, or a month, also applied for the same position. In another instance I was given to understand what happened; one man was recommended by everyone in the locality, a returned man born in the place came back after a number of years' absence, rented a house and applied for the position of postmaster, hoping that he would secure it on the main ground of the preference given to those men. Is that preference in the case of the outside service supreme?—A. Well the rule is this, Mr. Rinfret, a returned soldier who possesses the required qualifications has the preference, of course, but he must be a resident.

Mr. RINFRET: For how many months or years? That is not defined, I understand, and I think I see the point now, even before you reply. There may be a lack in the finding of the situation, the locality. As to the present dispositions of the Act, I understand the Chairman has put before the Committee, or rather put a question to you only a few moments ago in that respect.

The CHAIRMAN: I did not put it with regard to returned soldiers at all.

By Mr. Rinfret:

Q. Is it a fact that at the present time if a returned man has settled in a locality for a month he is qualified. Have you discretion to define that? The rule is that he must be a *bona fide* resident of that place.—A. If a soldier had been for only two months in a locality, employed in a factory, as I say, I do not see how he could be appointed.

Q. Would you not have to decide on that *bona fide* proviso, or is there a precise regulation in that respect?—A. No. The regulation is based upon the law which stipulates that the candidate must be a resident of the locality. Now, as you know, Mr. Rinfret—you are a lawyer—you should know that these questions of domiciles—

Q. I regret to say I am not a lawyer. I am sorry I am not a lawyer.—A. But these questions of domicile and residence are sometimes—as you know, the domicile is determined by the intention.

Mr. RINFRET: You are the judge in that case.

The CHAIRMAN: There has been difficulty with regard to length of residence, and when we sit to consider all the evidence taken, we will have to decide on that point. At least, we have had the admission of the Commissioners, and a definite ruling will be given on the point and we as a committee will settle that.

Mr. RINFRET: This is one of the points we can agree on.

By Hon. Mr. Marcil:

Q. If I understand the Civil Service Act of 1908 and 1918, both are based on the cardinal principle that admission to the civil service is by competition? —A. Absolutely.

Q. You found in a number of cases that competition was not possible?—A. In the cases already mentioned.

Q. You have ascertained that in some cases?—A. Yes.

Q. Have you finally closed the door on all further exemptions to the Act, or are you still open to be convinced that in certain cases competition is not possible. I mean satisfactory competition?—A. Well, it is a matter that can be taken into consideration, Mr. Marcil.

Q. Have you ever considered whether it would be wise on the part of your Commission to eliminate any of the classes on which you could not absolutely control the situation in a satisfactory manner?—A. I say that such a question has not been officially discussed by the Commissioners. One Comimssioner may have expressed an opinion in the course of a conversation privately, but the matter was never discussed officially since those positions already mentioned were exempted?

Q. The Post Office department have recommended that in the case of revenue officers where the man does not give the whole of his time to the service, these positions may very well be exempted, positions having a revenue of $2,000 a year, or $900 a year, which is a low salary in the Civil Service generally. Have you considered that wise?—A. Not in an official manner. I might say in connection with that question that in the United States all such positions are filled by the Commission. There are four categories, first, second, third and fourth. In all the post offices from the City of New York down to the post offices in small towns, the positions are filled by the Commission. For the two first categories where no examination is held, the salary is based upon the general education of the candidates, their business training and social standing, which is ascertained through a very exhaustive investigation by an officer of the Commission, who takes the confidential evidence of the most prominent citizens of the community concerned. Now with regard to the third and fourth category, competition is based upon two grounds. There is, first, the written examination. I saw all the details of that,—a written examination and then the other element, the man's business experience and standing.

By Mr. Chevrier:

Q. The reason for that is that in the United States the population being so thick and the means of communication being so easy, it is very easy for the Commission?—A. There is no question that the application of the competitive system must be easier in the United States than in Canada.

Q. This is my view of the Civil Service Commission, as it ought to be, and tell me in just a few words what your idea is. All positions that are susceptible of competitive examination should be retained by the Commission; everything that is susceptible of a competitive examination. Anything that is not susceptible of a direct competitive examination controlled by the Civil Service Commission should be handed back to the department to which it belongs. So far as technical positions are concerned, which are susceptible of a competitive examination by the Commission they ought to be filled in that way and if there are positions not susceptible of a competitive examination, they ought to be filled by the deputy minister making the selection, subject to a certificate of fitness given by the Civil Service Commission?—A. My answer is to be found in the statement that was filed.

By Hon. Mr. Marcil:

Q. I understand you make a distinction between the technical and the purely outside service in the lower grades, because in the outside we have very few so-called technical positions?—A. Yes.

Q. In a rural district you have an engineer, a collector of customs, something like that, or a wharfinger, a lighthouse-keeper, and a foreman for day labour and so on. These positions cannot be filled by competitive examinations.—A. These positions are not of a technical character. Technical positions as a rule are positions of a pretty high character.

Q. I understand in these non-competitive cases where a competitive examination as such cannot be held, you would not object to these positions being returned to the department.—A. The law is there. The positions to

which the competitive system cannot be applied, can be filled otherwise than by competition.

Hon. Mr. MARCIL: We have that competition in the clause in the Act.

By Mr. Chevrier:

Q. By a demonstration of skill? Would you mind reading that clause? —A. (Reads).

> "The provisions of this Act shall not apply to positions in connection with the Government railways or any railway owned or controlled by His Majesty, or to any position on any ship of His Majesty until Parliament otherwise enacts; and in any case where the Commission decides that it is not practicable to apply this Act to any position or positions, the Commission, with the approval of the Governor in Council, may make such regulations as are deemed advisable, prescribing how such position or positions are to be dealt with, and nothing in this Act shall affect the powers of the Governor in Council with respect to the appointment of any commissioner or other member of any royal or other commission or board, or any deputy head."

By Hon. Mr. Marcil:

Q. It was on this occasion that you acted when you exempted these classes? It would be on this occasion that you would act in the future, and if you so decided you have still the power to do so?—A. Yes.

By Mr. Chevrier:

Q. Where you have a competitive examination carried out; where the Commission cannot control that; where you can have a demonstration of skill; where it is practicable to hold a demonstration of skill under the control of the Commission?—A. I understand a demonstration of skill applies to skilled workmen. Skilled workmen were exempted.

Q. Because it was not practicable to hold an examination for a demonstration of skill?—A. Yes.

Q. You are making an honest endeavour to follow out the law; my own personal opinion is that the law does not give you the latitude you should have to administer it. As you have the law now, it says that appointments must be by competitive examinations, demonstration of skill. Are there not positions yet within your jurisdiction that are not susceptible of a competitive examination, that are not susceptible of a demonstration of skill, controlled by yourself, because it is not practicable to hold it?—A. Have you in mind the lower kinds of positions or the higher grades of positions?

Q. I agree with you that on technical positions that might be in a different class. I have some hesitation about that, but I will be frank with you on the lower ones. On the lower positions I think if you wanted to administer—I am not criticising, I am just saying what my opinion is—would you follow out the law in its strict interpretation that there must be a number of positions where a demonstration of skill or a competitive examination is not possible. For instance, you have yet watchmen; you have yet caretakers; you have elevator men; you have men employed on the heating plants, and a number of others, if I cared to go through the list, where in my opinion neither a demonstration of skill nor a competitive examination is possible.—A. Such would be only worthy of consideration if the department were to ask the Commission to take such matters into consideration. The Commission would surely be glad to do it.

Q. I mean all I am concerned about is that you have a law in the statute book, and I believe you know the law, and it ought to be honoured more in the observance than in the breach. I am not saying you are breaking it. Do not

mistake my meaning. If you have the law in that way, why not fulfil all the conditions in the law. I will be perfectly frank. The moment the Commission does away with the administration of these minor positions over which it has no direct control, the Commission would benefit greatly by that. The Commission would look after the administration of the Civil Service and not look after the administration of purely employment offices or filling positions, and I think the Commission itself would be heightened in making it a commission for the handling of positions that are susceptible of examination and promoting efficiency in the civil service?—A. The question of the exemption of such classes as these may very well be considered by the Commission. That is for the Commisson to say.

Mr. CHEVRIER: But that is the view of the Commission, that it should look after the civil service and not be an employment agency.

Witness retired.

The Committee resumed at 8 p.m., Hon. Mr. Marcil in the Chair.

Evening Sitting

Thursday, May 17, 8 p.m.

The Committee resumed at 8 p.m., Hon. Mr. Marcil in the Chair.

Mr. CLARENCE JAMESON, Civil Service Commissioner, called and sworn.

The WITNESS: Mr. Chairman, and Gentlemen of the Committee, with your permission I would like to deal with a matter which I think I can dispose of in a very few minutes and which I think in fairness to the Committee, to the Civil Service Commission and to those who are interested in investigating the operation of the Civil Service Act, should be dealt with. In reading the evidence given by some of the witnesses who came here, I have observed a number of mis-statements and inaccuracies which reflect upon the administration of the Civil Service Act by the Civil Service Commission. Now it may be that these mis-statements were made owing to lack of information, and while of course it would be impossible for me or any other person to take the time of the Committee in covering the whole ground, I would like to refer to just two or three of them as illustrations. First, I will deal with a couple of inaccuracies in the evidence given by Mr. Cory, the Deputy Minister of the Interior, a day or two ago. I wish to say in this connection that I have great sympathy with deputy ministers in the difficulties which have attended the administration of their respective departments since the year 1914. As a result of the outbreak of war their staffs were seriously depleted, the cost of living went up; there were few increases given in the service between 1914 and 1918 and then on top of that came the reclassification of the service with the attendant difficulty which was inevitable from the transfer of the public service of the country from the old to the new system. Some of the deputy ministers who have come here have expressed themselves as being displeased with the operation of the Act, displeased with some of its features. They have had very great provocation during those nine years. The Civil Service Commission itself during the past five years has not been without its troubles and while we are desirous of securing and do secure, in most cases, the hearty co-operation of the departments, in the early days the administration of the Act was an extremely difficult thing. I thought that in fairness to the deputy ministers I should make that observation, because if some of them appeared to be a little down on the working of the Act, I can assure you they have had their troubles in the past few years.

APPENDIX No. 5

In the evidence of Mr. Cory, given a few days ago, he makes this statement as reported in his evidence. He was being examined by Mr. Chevrier; Mr. Chevrier asked his opinion with regard to classification and appeal. (Reads)—

"Q. And do you not know the number of times that your opinion was concurred in. When I say 'your opinion' is that your opinion or the opinion of your officials?—A. Sometimes my own. Sometimes both. All I know is that out of 692 cases in which I personally appeared before the Commission on reclassification, there were 20 allowed, one step up, 6 were reduced, so after three or four weeks of every afternoon down in the Civil Service Commission, of the 692 cases, there was a net change of 14.

"Q. You mean you personally went into the cases of 692 people?—A. Yes. I quit then. I thought that was enough.

"Q. And you were personally acquainted with those 692 cases?—A. I was."

Now, any person reading that evidence of Mr. Cory's would reach the conclusion, I imagine, that of all those appeals, in only 14 instances were his recommendations carried out as to reclassification or adjustment of classification. I asked the secretary of the board of hearing, Captain Adams, if he would be good enough to look up the record of the Department of the Interior in the Civil Service Commission with respect to appeals, and he has furnished me with this statement:—

"Department of Interior,
Number of personal appeals received.

Total number of appeals received	496
Total number of appeals raised	285
Total number of appeals not raised	211

NOTE.—Mr. Cory stated in his evidence that 692 appeals had been forwarded to the Commission. The Commission's records show that only 496 appeals were received. To account for the difference between these totals, it is thought that Mr. Cory's figures include "class appeals," i.e., appeals against the compensation of the class.

"A number of appeals were sent in as personal appeals, but which upon examination, were found to be class appeals, appeals concerning bonus were also received.

"The Commission's total includes only genuine personal appeals, i.e., appeals by employees against their present classification."

Now from the report which Mr. Adams gave me, I learned further with regard to the personal appeals, of those received from employees in what is known as the inside service there were raised by the Civil Service Commission, 157; raised by the board of hearing, 55; a total of 230. In the outside service there were raised by the Civil Service Commission, 36; by the board of hearing, 19; a total of 55, or a grand total of 285. The record of class appeals dealt with by the board of hearing up to August, 1921, in the Department of the Interior were as follows:—

Number of class appeals received	96
Number of class appeals raised	69
Number of class appeals not raised	27

Very few class apeals were heard after the above date, the time being almost wholly occupied with hearing personal appeals."

When Mr. Cory made the statement in his evidence I am sure he had no intention of misleading the Committee, but I thought the Committee would like to know what our records show.

By Mr. Chevrier:

Q. You mean at no time did you receive 692. I understand there were some class appeals and personal appeals. Is it possible Mr. Cory added the two up? It is just apparently a question of figures, but I can agree with you, even if it be a *bona fide* mistake in the figures, it would be misleading, but in fairness to Mr. Cory is it possible he summed them up?—A. I have no doubt he summed up all the appeals that came from his department, and some of them were appeals for bonus, for instance.

Q. Would that be within the jurisdiction of the Civil Service Commission to deal with?—A. No, a matter like that is not dealt with by the Board of Hearing or by the Civil Service Commission in connection with classification.

By Mr. Lewis:

Q. In the class appeals, did Mr. Cory appear in person?—A. Perhaps I might outline the procedure very briefly.

By Mr. Shaw:

Q. In the part you read, you said "out of 692 cases, in which I have personally appeared before the Commission." He quit then saying "I thought it was enough." Your figures show 592. Apparently his addition must have been in error, or something.—A. This was the procedure, after the preliminary position lists were sent out and posted the employees knew how they were classified; they sent in their appeal through the deputy minister. The deputy minister then came down and sat in with two members of the Commission and day after day they went over those appeals and Dr. Roche and Colonel LaRochelle and some of our officers who classified the various employees. Mr. Cory, sometimes had the branch head, and they discussed matters. Sometimes they reached an agreement—I do not know as to numbers. I was not there,—but in some cases they reached an agreement and in other cases they did not. Where they did not reach on agreement, the personal appeal boards which were set up, composed in part of representatives named by the employees of the department or by the deputy minister, as the case might be, and representatives of the Civil Service Commission investigated the appeals and where they agreed the classification was considered closed. If they disagreed it went on to the board of hearing.

By Mr. Chevrier:

Q. 496 plus 96 is 592. That would be made up of individual appeals and class appeals. Supposing Mr. Cory from memory had said 592, that would have been correct, would it?—A. That 692 may be a typographical error.

Mr. CHEVRIER: I agree with you.

By Mr. Shaw:

Q. 692. It is not a typographical error here.—A. He may have said 592. I do not think he intended to misrepresent matters.

Mr. CHEVRIER: He said 692.

The WITNESS: All I wanted to explain was that as a result of the proceedings which the Commission instituted to adjust those appeals, as a matter of fact it was not only 14 cases as stated by Mr. Cory in which redress was granted but it was a much larger number, as I have shown.

By Mr. Chevrier:

Q. How many out of the 592 were granted?—A. I have that here, 285.

APPENDIX No. 5

By Mr. Lewis:

Q. And 69 in the other case?—A. Those were the class appeals. If we can separate the personal appeals for the moment from the others, because some were class appeals and some were personal appeals; of the personal appeals 285 were granted and of the class appeals 69 were granted.

Mr. SHAW: That makes a total of 354.

Mr. CHEVRIER: It is beyond me how Mr. Cory could have made that mistake.

Mr. RINFRET: In what sense is it material, because after all what he wanted to infer was there were a large number of cases?—A. Yes, there were a large number.

Q. Whether it is 592 or 692 is not material?—A. That is not the point I want to make; the point I want to make is we granted relief in the case of those who entered personal appeals to the number of 285, and those who entered class appeals to the number of 69, whereas all we were getting credit for in Mr. Cory's evidence was 14.

By the Acting Chairman:

Q. Have you any further statement to make?—A. Yes.

By Mr. Lewis:

Q. According to your evidence 60 per cent of the appeals were granted? —A. I did not work out the percentage; the memorandum was handed to me by Capt. Adams.

Mr. CHEVRIER: There is something wrong somewhere.

The ACTING CHAIRMAN: Mr. Cory will read this, and if he has any explanation he will give it.

By Mr. Lewis:

Q. Possibly it has reference to the changes of the cases when he was sitting beside you; you may have granted reconsideration when he was absent? —A. I do not know how many changes were made when he was sitting in with my colleagues because I was not there; I was on the other Board of Hearing.

By Mr. Chevrier:

Q. Supposing we let it go there subject to Mr. Cory correcting it?—A. I am not suggesting for the moment that Mr. Cory intended to misrepresent the matter, but I thought the Committee would like to have our figures as well as the figures of the department.

By Mr. Shaw:

Q. I think Mr. Cory should give an explanation, because I went away with a clear idea that there was no hope as far as the Commission was concerned of getting these things straightened out?—A. On another page of Mr. Cory's evidence examined by Mr. Chevrier, the question was asked:

> "Q. Under the present system, have you anything to do with promotions?—A. No. We have a rating sheet which is sent down, which is supposed to have a value of 50 per cent. No man gets full marks on a rating sheet. I never had any use for it, because I think it is only camouflage. The Civil Service Commission—where they get their information I do not know—they also fill in a rating sheet which also has a value of 50 per cent. The man that is rated highest by the department does not necessarily get the position. They can rate on their own sheet, they can rate our man down, and a man who is underrated by us can be rated up and get the promotion."

I thought the Committee would like to know just what our procedure in that regard is, and I have brought here two of these sheets to which Mr. Cory refers. They are called Promotional Rating Blank A, and Promotional Rating Blank B. I may say the examination on promotion may be either confined to a mere rating, which case both rating blank A and rating blank B are used, or it may be divided and be part rating and part in the way of written examination on duties in office.

By Mr. Chevrier:

Q. That is what Colonel LaRochelle explained this afternoon, is that right?—A. I did not quite gather that he conveyed the idea which I had in my mind with respect to this.

Q. The impression I have yet is that on promotions there may be two kinds, one where promotion is made purely on rating because of the exigencies of the position, and the other where it may be a combination of a rating and a written examination—A. True.

Q. Is that the proper understanding?—A. Yes. Now, in the case of it being a promotion on ratings only, these two rating sheets have a value each of fifty.

Q. Is that used by the Commission only?—A. They are the Commission's blanks, but they are filled out by the department and the efficiency in the present position and seniority are valued at fifty, and the fitness for promotion is valued at fifty. Now, where there is a written examination—

Mr. LEWIS: In the former case the whole examination practically, the whole rating there is due to the department and not to the Commission at all.

By Mr. Shaw:

Q. Is it given by the deputy minister?—A. Yes.

By Mr. Lewis:

Q. And any promotion that comes under rating is altogether entirely due to the deputy minister?—A. Yes.

By Mr. Shaw:

Q. Is the purport of your evidence this, that the statement made by Mr. Cory that the Civil Service Commission fill in a rating sheet upon which a value of 50 per cent is placed is not correct?—A. It is not correct, no; and of course I want to say this in that connection, because Mr. Cory is a man whom I would not for one moment charge with making a statement which he knew was incorrect, he has a tremendously large department; his department has a large number of branches, and I think he has to leave of course to the heads of the branches the filling out of these rating sheets, and I don't think he was sufficiently familiar with the system to speak with accuracy in regard to it.

By Mr. Lewis:

Q. He spoke with no uncertain sound?—A. Now, in the case—

By Mr. Chevrier:

Q. That is interesting, because it is the first time we have had an actual demonstration of how it goes on. In cases of ratings only, the department is called upon to fill those two forms?—A. Yes.

Q. And you go then by those ratings?—A. Yes.

Q. Do you ever question them?—A. We have never done so.

Q. In cases where it is an examination and rating, do you use the same formula of ratings?—A. We only use one of these.

Q. The department only fills up the one?—A. Yes, to that 50 per cent value is attached, and to the written examination 50 per cent value is attached, and the same numerical values are attached to these ratings in every competition in every department in the service, so that we do not mark down, or we do not mark up; we value the marks of the deputies exactly as they place them there, and I might say I have here a list of the promotions to higher positions in the service made in the year 1922 on the basis of ratings supplied by the department.

By Mr. Shaw:

Q. In all the departments?—A. Yes; these are the higher positions only, and they show that out of a large number—well covering four sheets—there were only written examinations called for in five cases.

By Mr. Chevrier:

Q. Would that show then that even in the large number of cases where the department was called upon to give a rating, upon which rating would be based the decision of the Civil Service Commission, that the rating was not challenged?—A. The rating was not challenged in these other cases.

Q. And as a result of the rating given by the department the Commission made the promotion?—A. Yes.

Q. On the recommendation of the department as it stood?—A. Yes, on the ratings of the department as they stood; and let me say this, that where we hold a written examination it is for this purpose; supposing in following the rating given by the department two or more candidates come very very close together, we think it is well to have a stabilizing factor in the way of a paper on duties of office, and then there can be no feeling that any person has not been properly rated. If it is a point one way or the other, a mere matter of rating that way, it may be the best man does not actually get the position, so that the written examination is put in as a stabilizing factor. Again there may be special reasons for a written examination.

By Mr. Lewis:

Q. I understood this afternoon this was not given until the examination was over?—A. Mr. Lewis, in the latter case, that takes place contemporaneously; the rating sheets are sent to the department, the examination paper is prepared, and the examination is being held, and while the examination is being held, and the men are writing the examination, the department is rating their sheets, so that the two are brought together practically simultaneously.

Q. I understood you to say a moment ago that where two men have the same rating or so close together that it is hard to say which is the best or which should have the promotion, you hold an examination?—A. Yes, that is true.

Q. So that in your own case you get the rating first?—A. Yes, in some cases we do, but to avoid undue delay, it is practically a continuous proceeding.

Q. But there is a difference, because in one place, you get the rating first, and you find the two are so close together you demand an examination; on the other evidence we heard you get the examination and then you get the rating afterwards?—A. It may be in one case one procedure is followed, and another the reverse; but we try to carry them along as nearly simultaneously as we can to save delays.

Q. Supposing you are taking an examination which includes people from the outside, how do you consider rating in connection with the people outside who have no rating?—A. A promotion examination within the department does not permit outsiders to compete, so that the question of rating would not arise.

In looking over my evidence as reported, I observe that I was not sufficiently explicit in replying to a question of Mr. Lewis respecting departmental ratings and written examinations on promotion in the public service. I therefore wrote Mr. Lewis, stating as follows:—

"The Civil Service Commission may prescribe a written examination where, in its opinion, such is desirable. For example:

"First: Where the position to which promotion is to be made is of a highly important character, or where there are special circumstances which lead the Commission to believe that a written examination is essential. In such case the departmental ratings and the written examination usually proceeds concurrently;

Secondly: Where the departmental ratings on two or more candidates are close and a written examination is in consequence held, the latter necessarily follows the departmental ratings and is a continuous proceeding"

By Mr. Rinfret:

Q. This is another matter that came up this morning, we were led to understand that to the higher positions an outside man could come in competition with men in the department, that would be only when you hold examinations? —A. That is only when the position is open to all the world, so to speak.

Q. In that case if a man from the department did compete there would be no ratings involved?—A. No, these ratings could not take place on that examination.

By the Acting Chairman:

Q. These men from the outside are called in when there is no one in the department in line for promotion, is that the idea?—A. Yes, sir. It might be of interest to the Committee to know that in February, 1922, the Commission certified 37 promotions; in March of that year, 47; in July of that year, 78. In February, 1923, 59; and in March, 89. That really goes to show the number of promotions certified. The same percentage runs through the different months.

By Mr. Chevrier:

Q. Do you know how many of these were not on examination, simply on ratings?—A. No, I cannot say, except so far as this list indicates, the percentage here is quite small, of examinations.

By Mr. Lewis:

Q. Practically speaking, the deputy minister makes the promotions or the heads of the departments, according to your evidence.—A. The departments practically make the promotions in the great majority of cases.

Q. So evidently this evidence which is quoted is quite misleading?—A. Well, I don't think that Mr. Cory was as familiar with that subject as some members of his department are who have been dealing more intimately with it. There was another matter to which, Mr. Chairman and Gentlemen, I would like to allude. That was with regard to the evidence of Miss F. M. Burt on page 560 (487 in revised edition). The witness was being examined by Mr. Chevrier. He asked this question:

"If the Commissioners were aware of any cases that, on disagreement, did not come before the board of hearing, I think the Commissioners in duty bound and honour bound, would say that these cases, through some mistake, some error or misuse of the channels did not come up, and they ought to be brought up.—A. There were those who claimed they got notice from the board stating that the board of hearing had decided so-and-so in regard to their cases, and they knew that their cases had never gone before the board of hearing."

APPENDIX No. 5

Now, Mr. Chairman and Gentlemen, I was Chairman of the Board of Hearing during the most of the time that these appeals in question were being dealt with. I had associated with me Mr. William Kearns, the acting Auditor General of Canada; the late Mr. Arthur St. Laurent, formerly chief engineer of the Public Works Department; Major D. L. McKeand and Mr. J. C. O'Connor, whom you have seen here as a witness, and also from time to time Capt. Simpson, who substituted for Major McKeand when the Major was absent. When this evidence came to my attention I communicated with each of these gentlemen—all except one; I regret to say that it was our melancholy duty a few weeks ago to follow to his last resting place the remains of Mr. St. Laurent, who was the technical and bi-lingual member of that Board, and it is chiefly because of his memory that I am making any observation with regard to this. They each replied that they knew of no such case, and that no such case ever came to their hearing. I have their letters here and I can put them in if you like.

Mr. RINFRET: No, we will take your word for it.

The WITNESS: And I also communicated with Capt. Adams, who was secretary of the Board—a very gallant officer, who served with distinction overseas—and he wrote me stating unequivocally—and I think I should put his statement on record, if you will permit me—that nothing of the sort had occurred.

> "May 9th, 1923. A Memorandum to Commissioner Jameson. Re Miss F. M. Burt's evidence before the Special Parliamentary Committee inquiring into the operation of the Civil Service Act.
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> On page 560 (487 in revised edition) of Report No. 12, the following evidence is quoted as being given by Miss F. M. Burt:—'There were those who claimed they got notice from the board stating that the board of hearing had decided so-and-so in regard to their cases, and they knew that their cases had never gone before the board of hearing.'
>
> All personal appeals of employees in the Civil Service which were submitted to the board of hearing and recommendation were considered by the board while I was secretary of the board. I prepared all notices sent to employees whose personal appeals were dealt with by the board notifying them of the board's recommendations, and of the decision of the Commission. I state unequivocally that I neither sent out nor was instructed to send out any notices of recommendation by the board of hearing in any case where the board did not consider the case and make a formal recommendation to the Civil Service Commission."
>
> Signed H. M. V. ADAMS,
> *C.S.C.*

If, gentlemen, you would like to hear the letters from these gentlemen to whom I have referred, I will be very glad to read them or hand them into the record.

By Mr. Chevrier:

Q. I am prepared, Mr. Jameson, to accept that statement, but living here in Ottawa I have heard the same thing, not on very numerous occasions, but on a number of occasions, that cases had been decided that were supposed to have gone to the board of hearing, and I have been told by civil servants that their cases had never been decided by the board of hearing. I am not in any way challenging the statements you make there; I am prepared to take them; but there is something in the air, there is an atmosphere surrounding this that I would like to have dispelled. I do not know whether it was a pure misapprehension on the part of the civil servants, that their case had not

been decided by the board of hearing when they had been told it had been, but I am quite frank to say that at least between forty and fifty have at various times told me that that was the case.—A. Well, Mr. Chevrier, if it would not be abusing their confidence, and you can furnish me with a list of either all or any of them, I will be very glad to have their dockets drawn and we will go into them carefully. I am not aware that such occurred; no member of the board was aware of it, Captain Adams assured me that nothing of the kind occurred, and I should like as much as you to have matters cleared up if any such case occurred.

By Mr. Lewis:

Q. Do the cases come personally before the board?—A. The individuals do not appear before the board of hearing on their appeals. They are informed by a letter. Some it seems say they have reason to believe that that letter conveyed misinformation.

Q. That is simply a judgment on their part?—A. I don't know how they arrive at that conclusion.

By Mr. Shaw:

Q. In any event, Miss Burt said she had no personal knowledge.—A. I will be very glad to produce the dockets of any people who claim their appeals were not dealt with.

Mr. RINFRET: That is not my recollection. Did Miss Burt say that was her own case?

By Mr. Chevrier:

Q. Do you know whether Miss Burt's case came before the Board of Hearing?—A. I cannot say from memory, there are so many hundreds of them, but my recollection after glancing over the evidence, was that she had been unsuccessful in her application for an increased classification.

Q. I think she appealed to the board?—A. Possibly she did.

Q. Will you find out whether it actually went before the Board of Hearing?—A. I shall be very glad to do so.

Mr. SHAW: My recollection is that she relied upon some statements supposed to have been made by Major McKeand.

Mr. CHEVRIER: No, she said the Major had stated that all cases had been heard by the board of appeal, but Miss Burt came back with a reply.

Mr. SHAW: No, at page 560 (487 in revised edition), she says:—

> "Yes, but Major McKeand made the statement that they had not come before the board of hearing, that is why I brought it up."

So she is relying on a statement made by Major McKeand. So if you have his statement that would settle hers.

Mr. CHEVRIER: Not in that way, Mr. Shaw.

Mr. SHAW: Why not? We called Major McKeand; he was called subsequently but I do not know whether he was asked about it or not.

Mr. CHEVRIER: Here is what is said at page 567 (494 in revised edition):—

> "I would like to call attention to a statement by Major McKeand, in regard to the board of hearing. In his statement he said that all the cases of appeal had not come up before the board of hearing. Now, at the time the board of hearing was sitting, we hear complaints from time to time from people who claimed that their cases had not come up before the board of hearing, but that is the first time I have ever heard of a sworn statement being made to that effect, that it was actually the case."

Mr. SHAW: Just read on.

APPENDIX No. 5

By Mr. Chevrier:

"Q. In other words, you have heard a number of people complain that their cases had not been disposed of before the board of hearing although somebody said it had actually come before the board?—A. Yes.

Q. Now, you actually get the confirmation of that rumour that cases were decided by somebody or in some place, and did not come before the board of hearing at all?—A. Yes, Major McKeand made the statement that they were determined by the Civil Service Commission, and the department, and did not really come before the board of hearing at all.

Q. So that a large number of cases were practically decided by somebody without going to the board of hearing at all?—A. Their cases never came up."

A. I asked Major McKeand with regard to that. I said: "Did you make any such statement as Miss Burt gave in her evidence before the Committee." He said, "No, I did not." Of course it should be explained I think, perhaps it has been already explained to the Committee, that these cases of personal appeals did not come immediately to the board of hearing, they went first to what is called the trial board, composed of representatives of the department or the employees, and representatives of the Civil Service Commission, and where agreement was reached by them of course they never came to the board of hearing. That was the arrangement made with the service.

Q. In that case, they would not have received a notice to say their case had been heard by the board of hearing?—A. No.

Q. So that in order to settle it, it would be wise then to find out from the civil servant who complains whether he or she has received a notice from the board of hearing that his or her case had been heard, by the board?—A. I think that would be very wise.

Q. If they did not receive any notice of the sort, then the presumption is that the appeal never did come before the board of hearing?—A. Yes, I think so.

Q. And if they have received this notice and they challenge that it had not come before the board of hearing, then is it a proper case for investigation? —A. It certainly is and I will be very glad to co-operate in that regard.

Mr. LEWIS: Would it be wise to put in Major McKeand's evidence in that letter you have?

Mr. CHEVRIER: We will take his statement; I do not want to burden the record, although I have no objection to it being read.

The ACTING CHAIRMAN: He may read it; it is short.

The WITNESS: It is dated Ottawa, 8th May, 1923, and addressed to myself.

"Your letter of the 5th instant having reference to the evidence of Miss Burt taken before the Parliamentary Committee respecting the civil service, has just been received. I have not the pleasure of Miss Burt's acquaintance, nor was I present when she gave evidence before the parliamentary committee. Just what she meant by her evidence quoted by you, is not clearly understood.

"I do not know of any cases in which notices were sent out, stating that the cases had been before the board of hearing, where such had not occurred, nor had I any intimation that such was the case until I read Miss Burt's evidence. She might be asked to submit proofs in support of her charge.

Yours faithfully,
D. L. McKEAND."

By Mr. Chevrier:

Q. Would there be a mistake there in thinking it had gone to the trial board and had never reached the board of hearing?—A. It is quite possible, Mr. Chevrier, that having regard to the fact that these cases, these personal appeals were virtually before three boards; first the deputy minister and my colleague, then the trial boards and then the board of hearing, that there may be some confusion in the minds of some of the hundreds of people who appealed, with regard to the procedure.

Now, Mr. Chairman, I spoke a moment ago about the attitude of some of the deputy ministers when they came here. I am perfectly frank in saying that it was not surprising to me that they were not overly enthusiastic over this classification, as they have had much worry from 1914 down to the present time, and especially during the transition period between 1918 and 1923.

Furthermore I might mention this—I do not think the Committee has ever heard of it, and I do not think many people have ever heard of it—that the advice of the deputy ministers was asked as to the extension of the jurisdiction of the Civil Service Commission.

Q. When was that asked?—A. That was asked in the fall of 1917, in October, 1917, before my colleague Dr. Roche came to the Commission. The Prime Minister, Sir Robert Borden at that time, asked for an early report on the extension of the jurisdiction of the Civil Service Commission to the whole of the service. Colonel La Rochelle and I discussed the matter, and we thought as it was a very vital matter it would be well to get the views of the deputy ministers with regard thereto. The secretary of the Commission sent out a letter asking them to meet with us. The meeting took place at the Victoria Museum. A large number of the deputies were present, and expressed their views.

Q. That is, as to the advisability of taking the outside service under the Civil Service Commission?—A. I would not go so far as to say the advisability, but it was proposed and the Commission decided to consult the deputy ministers and say that that was the policy of the Government. I should not say that the Commission was instructed to see the deputy ministers; we decided ourselves to meet the deputies and state that this policy was going to be crystallized into legislation, and to find out what they thought as to procedure.

Q. To what extent had the policy been crystallized?—A. There was nothing more than that we were informed the government was going to extend the jurisdiction of the Commission to the whole civil service.

Q. If I had been a deputy minister I would have said it was a good thing to take the outside service in, provided it was restricted to positions susceptible to competitive examinations.—A. As I said before, they gave us their views and opinions, and as a result of that conference there were three things which emerged clear and sharp: (1) That the jurisdiction of the Commission should not be extended to officers and crews of ships of His Majesty.

Q. What was the reason for that?—A. The reason for that was that it was not thought feasible to have the testing of officers of ships under a body such as the Civil Service Commission, so far away from the sea ports. That sailors deserted at times and had to be replaced at short notice, that a ship might be in Great Britain and the master or mate might die, and it would be necessary to employ by cable or otherwise, and we thought it would not be advisable to do that.

By Mr. McBride:

Q. The officers of a ship have to pass a very strict examination, the captain and the mate at least, and the engineers, all these have to have their certificates?—A. Yes. But suppose a ship were in Great Britain, and the master died or

left the service, we would not be in a position to replace him, because we would have no opportunity of examining over there.

By Mr. Shaw:

Q. You mean government ships?—A. Yes.

By Mr. Chevrier:

Q. If you had no means of examining applicants, why restrict it to the fact that they are on board a steamer or on a train? Let us get at the principle?—A. If you will allow me, I am going to deal with that matter later on. I have given it some thought, and I will be glad to deal with it later on.

Br. Mr. Lewis:

Q. Before you pass on, is it not a fact that any person appointed as a master or mate has to pass an examination before some authority?—A. Certainly.

Q. Not at the time, he has already passed an examination?—A. Certainly. You are quite right.

Q. He has passed an examination qualifying himself for the position?—A. Yes. But there might be twenty men available, and if we stamped them approved as to character, age or habits, we might get wrong men, and would have no opportunity of checking over their qualifications.

The second point was, in regard to the operating staffs of what composed at that time the Canadian Government Railways, that they should not be brought under the jurisdiction of the Commission. The reason given by the Deputy Minister of Railways at that time was that those staffs had organizations of their own, that they had Unions, with their own methods of promotion, that they were working harmoniously, and that it would not be advisable to extend the jurisdiction of the Commission to them.

By Mr. Chevrier:

Q. Upon that point, a boiler inspector, a steam-fitter, a plumber, all have their certificates of fitness from their various Unions, still they are under the operation of the Act.—A. They do not belong to any such huge organization as the operating staffs of the Canadian Government Railways.

Q. The reason given there was that they had the Brotherhood of Locomotive Engineers?—A. Yes. We felt that any attempt to interfere with them might occasion trouble on the railways.

By Mr. Lewis:

Q. Then there would be the question of seniority on the railways?—A. I am not sure about that.

The third point which stood out strong and clear was this—

By Mr. Chevrier:

Q. A lighthouse keeper, for instance?—A. We will come to the lighthouse keeper later on too. I have him in mind. (3) The jurisdiction of the Commission should not be extended to the different services at one sweep of the pen, but it should be extended gradually, either department by department or by taking all departments, beginning at the higher positions and working down, or at certain of the lower positions and gradually working up. The reason for that conclusion was that the Civil Service Commission did not have much staff. It had a staff of twelve, who were familiar with the operation of the service at the seat of government, but who knew nothing whatever with respect to the service throughout Canada. It was felt that it would be neces-

sary to build up a staff, well trained and able to cope with the situation, if those duties were to be imposed upon the Commission.

By Mr. Rinfret:

Q. How were those results arrived at? Perhaps you will tell us that. I understood you to say that the deputy ministers assembled at the Museum had expressed very valuable views, and that the result in your memory or your mind rests upon these three points. Was there any discussion, or were they unanimous upon it?—A. Opinions were given by the different permanent heads of the departments there, and these results stand out in my mind as being the essentials.

There was another point too, and that was that we should apply the Civil Service Act of 1908, with some amendments, to the service, and by adding somewhat to the salaries of the highest grades and by subdividing the grades we would be able to fit the employees into these different classes, because there was no general classification throughout the outside service.

By Mr. Chevrier:

Q. Was there any reason why the spirit of the Act of 1908 could not have been applied to the new state of affairs, and take in the outside and inside services?—A. I am just coming to that now.

By Mr. Shaw:

Q. Before you leave that point, you say this was in October of 1917?—A. It was in October, 1917.

Q. The question of civil service reform became one of the most important matters before the public, in the election of that year?—A. Yes. I think it was a plank in the platform.

Mr. RINFRET: It played no part at all.

By the Acting Chairman:

Q. In October, 1917?—A. In October, 1917.

By Mr. Shaw:

Q. What I was interested in was this, that the people of Canada played a part in it too?—A. Yes, no doubt.

By the Acting Chairman:

Q. Were minutes kept of the meetings?—A. Yes, minutes were kept of the meetings, but on account of the fact that the Commission had moved from its former quarters, perhaps, I had not been able to get the complete file. We made a report to the Prime Minister—I never heard anything more about it.

By Mr. Chevrier:

Q. You did not think the classification in its present form would be the outcome?—A. No, that developed later.

Q. When the deputy ministers agreed upon that scheme, they did not know it either?—A. No, not at all.

By the Acting Chairman:

Q. Dr. Roche was not on the Commission then?—A. I think he had been appointed, but was in the West on business.

At that time the staff of the Civil Service Commission consisted of twelve persons, and on the 3rd of February, 1918, the entire public service was handed over to us en bloc. It was a tremendous piece of work, to endeavour to administer it. History tells us that about 5,000 years ago Pharaoh of Egypt bade the chosen people that they were to make bricks without straw. If it may

not be considered irreligious, I think the task entrusted to them was little more difficult than that which was imposed upon the Commission in the handling of the public service of Canada, with an untrained staff of twelve. I think the only comparable thing would be the administering of patronage by a Union Government.

By Mr. Shaw:

Q. They accomplished one thing, anyway?—A. Yes, they did. They went all the way.

It is not reasonable to judge the merit system or the Civil Service Commission, I submit, by what occurred during the months that followed, because we were unprepared to cope with the situation.

After the passing of the Civil Service Act of 1918, the civil service organizations urged an immediate classification of the service. Some of the departments to whom we wrote asking for information with respect to the various employees throughout Canada did not have complete information as to the duties performed by all their employees.

By Mr. Chevrier:

Q. The Act came into force on the 24th of May, 1918. Section 9, subsection (1), reads as follows:

> "The Commission, as soon as may be practicable after the passing of this Act, shall, after consulting with the several deputy heads, the heads of branches and other chief officers, prepare plans for the organization of the inside service and the outside service of each department and of each branch or portion of the civil service, such organization as far as possible to follow the same general principles in all branches of the civil service."

Then it goes on to say in subsection (3):

> "As soon as any plan or organization is confirmed by the Governor in Council, the deputy head shall, subject to the approval of the Commission, forthwith cause the officers, clerks and employees affected thereby to be reclassified for the purpose of placing each officer, clerk and employee in a proper place under such plan of organization."

I would be happy if you would give me an explanation of why in the face of the law, as it stood, the Commission proceeded with the classification before the reorganization. The reason I ask that is that a number of witnesses have said that had reorganization proceeded first it would have been easier to adopt a reclassification afterwards?—A. The reason for that was twofold. In the first place, the first thing we thought essential was to ascertain the names of all employees in the public service, the salaries paid, the dates of the last increases, the duties and so forth, in order to endeavour to classify them and get a satisfactory record of each. The departments could furnish us with some information, but they did not all have details with regard to the duties.

The service was tremendously agitated by reason of the fact that there had been but few increases in salaries since 1914. The civil service organizations were tremendously strong. I have a statement from one who has been associated with the civil service organization for years. It shows the growth of the civil service organization, and the strength it had at that time. These organizations besieged the Commission; they said employees were not getting a living wage, that they were not getting a living salary, and that they must have a readjustment of salaries forthwith. The Commission had so small a staff that we could not cope with this task ourselves. We looked about the country, but could not find in Canada anybody who had experience in this work. You must remember that about 500,000 men of Canada were overseas at that time. We learned of the firm of Arthur Young & Company, of New York, a Scotch firm with a high

reputation. That firm had had considerable experience in classifying some of the public employees in the different States and cities of the American Union. They were recommended to us by a Mr. Catherwood, who was associated with the United States Civil Service Reform Association. We asked them to come to Ottawa and discuss matters with us, and a representative of their firm came to Ottawa and discussed the subject and we engaged them. Our instructions to them were to get information as to the duties of all employees throughout Canada for the purpose of classification. I want to say that I take full responsibility for everything that the Arthur Young Company did, the Civil Service Commission must take full responsibility for their mistakes as well as for their good work. But I wish to dissociate myself entirely from Messrs. Griffenhagen and Associates. We never employed them or recommended their employment by the government although that impression went abroad.

By the Acting Chairman:

Q. How did they come in?—A. Mr. Griffenhagen was one of the employees of the Arthur Young people. who, when he found that the Civil Service Commission work was drawing to a conclusion, went to members of the government and interested them, I think, in a proposed reorganization of some of the departments. Then the Arthur Young Company agreed with the Griffenhagen concern, that the latter should take over the Canadian business. That is the way I understood it, although I had no intimate knowledge of the matter.

By Mr. Chevrier:

Q. Just on that matter, before we proceed. Do you think that the deputy ministers, in conjunction with the Civil Service Commission, could not have been able to proceed with the organization of the departments?—A. I do not think that at that time, Mr. Chevrier, it would have been feasible to organize the departments on a satisfactory basis, for this reason, that any organization of a department must necessarily take the form, shall we say, of a rack with a large number of pigeon holes. You have to place into these pigeon holes so to speak, the different classes of employees. We had not been able to define, due to lack of information in some of the departments, what the duties of some of the employees were, and we thought it would be necessary to get that information first.

Q. Could it not be secured—I do not want to enter into a long discussion about this, but would it not be possible, to secure all this information by co-operation between the Civil Service Commission and the deputy ministers? Were the deputy ministers consulted about that reorganization or the reclassification?—A. Yes, they were.

Q. Did they say they were unable to cope with the situation at that time?—A. They were tremendously understaffed at the time, due to the fact that enlistments had reduced their staffs, and they did not have the number of people necessary to carry on their work in some departments.

Q. Do you say that the deputy ministers admitted for some reason or other, that they were unwilling, or could not, in co-operation with you, do this work rather than go outside to have it done?—A. We did not have any specializing in that work up to that time. I must confess it was a big task.

Q. I know that your staff was small.—A. The Commission felt that we did not have people amongst us who could handle it, for it required people who were specially trained in that work.

Q. Then, we finished with that point. My own impression has always been that if it had been left to the deputy ministers, unless there was some special reason for doing otherwise, that it might have worked out better because of the intimate knowledge they had of their departments.—A. The organized Civil Service was tremendously strong, and it raised the slogan, "Equal pay for equal work," they wanted classification on the basis of duties and qualifi-

cations, and they did urge the Commission. Perhaps we yielded where we should not have yielded, but it was a troublesome time. There were strikes threatened. It was a trying time for the departments and the Commission. I might say that I had no original intention of such a classification. I thought it would not be necessary, but finally the service prevailed upon the Commission to give them classification based on duties and qualifications, claiming that it was the only way that they could get equal pay for equal work, and we said, "Can we do this through the departments?" I remember that I did discuss that with a group of gentlemen who saw me representing one of the services. They said, "We have been in the department for a number of years, and there are these inequalities which have grown up; we want to get away from them."

Q. It was taken up on some occasion, at least on this occasion it was taken up with some department?—A. I was not speaking of the department, I was speaking with representatives of the Civil Service organization, who professed to speak for the whole organized service at that time.

By Mr. Lewis:

Q. Did you consider that those outside people would give greater service than our own people?—A. I will not say that, but we thought they were people who had experience in accumulating information of that character, and preparing classifications, and that would facilitate the work very materially.

Q. Do you think that the service inside would have been satisfied with their own officers making the classification?—A. Well, they had a great many grievances, real or imaginary, and I do not think the departments as a matter of fact, were very anxious to lend themselves to it.

Q. An outside service would give better satisfaction?—A. We thought we were making the only practical move that we could. Now, these schedules which we have in this classification book—

By Mr. Chevrier:

Q. Was it because of the pressure that was brought about that you proceeded with the classification and the reorganization?—A. It was both due to the pressure and due to the fact that the Commission felt that it would not be practical to reorganize, and then classify, although the Act really did suggest reorganization and classification.

Q. The other statements made then, that a lot of the chaos that results to-day by reason of this classification, is due to the fact that the classification took place before the reorganization. Do you say it is wrong?—A. In my judgment that is not correct. Now, these schedules which have been criticized by some members of the service, and there is no reason why they should not express themselves perfectly freely with regard to them, were really prepared under the observation of the departmental officers of the various branches concerned, and personnel committees from the service. While I agree with you that there is a huge number of them, yet, when that book was printed in June, 1919, and laid before the department, I think it contained some 1,700 odd classes. There was a tremendous clamour on the part of some of the civil servants to have additional classes created; they saw they were not provided for; so when the revision of the book took place during the summer of 1919, and when it was reprinted in September of that year, I think there were about 200 additional classes, which was the result of the presence of members of the service who claimed that there had been no provision made for employees performing their duties.

Q. The first book was destroyed—was burnt up. I do not think there is an available copy of it.?—A. I have a copy.

Q. You saved it from the wreck, but I think it is to the advantage of those who prepared it, that the edition should be exhausted. But was not the reason why the book was destroyed because the civil servants themselves complained that they had not been properly treated by that classification, or was it because the Arthur Young Company—let me use the word—made more or less of a mess of the classification, and it was not acceptable?—A. It was due to two things. I never heard before that the book was destroyed. I know it was circulated among members of Parliament, and large numbers were circulated through the departments.

Q. You cannot get one now?—A. They were very greedily grasped at the time. There were two elements which entered into that, and the first one was that the classification had been prepared so hurriedly between August 1918, and June, 1919. Professor Jones, of Washington, told us a day or two ago, how long it took them to prepare theirs in the United States. He said three years, and they were sixty leading up to it. The second was this, that the service was much disappointed in the matter of compensation. They thought they were not getting money enough. They went to the House in large numbers, and they prevailed on the members of the House to suspend judgment on that book until the matter could be reviewed. The Civil Service Commission of course, acted upon the direction of Parliament, and a board of hearing was set up which reviewed the classifications.

Q. Do I follow you? When you spoke about the first book, as to these classifications, I do not remember whether you used the word "initialled" or "O.K." by the heads of all the departments—whether every class had been sanctioned or approved of by the officers.—A. No, I will not go as far as to say that, because I was not sufficiently in close touch with the work of the Arthur Young Company. The Commissioners were working all day as commissioners, and half the night as clerks.

Q. Had every one of these classifications been approved by deputy ministers, or by heads of departments?—A. We had meetings with them, and when the board of hearing sat, there were certain changes made then at their request.

Q. Those which did not come before the board of hearing, but which are contained in that book, were they approved of by heads of departments or by deputy ministers?—A. I am disposed to think in the majority of cases they were. If not actually approved by the deputy minister, they were concurred in by the branch head.

Q. If I am not going to too great length in this, it is very important for me to know this, in view of the fact that there was so much dissatisfaction amongst the civil servants. Is it a fact that the heads of departments concurred in the description or classes that are contained in that book now?—A. I would not say that they did at the time it was being prepared.

Q. But subsequently they did?—A. Subsequently they did.

Q. To my mind it would be before.—A. I could not answer that question. It is a matter which I would have to look up. I think probably we have some records.

Mr. SHAW: I would suggest that we leave these wrecks of the past and get to the present.

By Mr. Garland:

Q. Is it not true that you are making new classes even now?—A. Yes.

By Mr. Knox:

Q. How many classificatons have you now?—A. There are over 2,000.

Mr. MCBRIDE: I think this is the most interesting meeting we have had yet. We had not looked at it from that light. I had no idea it was an organization like this.

Mr. CHEVRIER: For once I have to agree with you, Mr. McBride.

By Mr. Knox:

Q. If you have a typist in one department, and another typist in another department doing the same class of work, that is only one class?—A. Yes.

Q. You have over 2,000 different classes?—A. Yes.

Q. And you were adding to it all the time?—A. Yes, as the departments requisition us for some official whose qualifications and duties are not disclosed by any of these classifications.

By Mr. Shaw:

Q. Is there somebody for every class?—A. I could not say as to that. I think they are almost all filled. There may be some vacancies.

By Mr. Knox:

Q. Do you think it could be simplified at all?—A. I was just coming to that.

By Mr. Garland:

Q. I understand you to say now that the departments were asking for new classes?—A. The departments requisition the Commission on a form used for the purpose, asking for an official of such and such qualifications, and if there be no such class existing, then the Commission's officers of the organization branch, go into conference with the officers of the department in question, and they determine the qualifications and the duties, and the Commission fixes the compensation.

Q. It seems strange to me that we had some deputies here who said that new classes—A. Well, I think, Mr. Garland, I can explain that in this way—

By Mr. Chevrier:

Q. Is this the section, (42-2) "that the Commission shall hereafter as it may from time to time deem necessary, establish additional classes and grades, and classify therein new business created, or positions included or not included in any class or grade established under the said classification, and may divide, combine, or alter or abolish existing classes and grades."

—A. That is the section.

Q. So that men may come and men may go, but the Commission goes on forever?—A. Yes.

By Mr. Shaw:

Q. You make these new classifications at the request of the deputy ministers?—A. Yes.

Mr. CHEVRIER: It does not say so in the Act.

Mr. GARLAND: I understood the Deputy Minister of Agriculture to say that they made a new class with regard to the position of Dominion Cerealist, they placed him a class higher than men of the same calibre in other classes.

By Mr. Lewis:

Q. Do you think the classification could be reduced, that is, where there is a small margin in regard to promotion?—A. Yes, I am free to say that my experience on the board of hearing where we combined a large number of classes in the Postal and Customs services—would lead me to believe that there may be some others. But, this is a question to be considered. Supposing you have ten classes which call for practically the same qualifications, but there

are different salary ranges; we will say the maximum of the first is $1,260, and the maximum of the tenth one is $1,560; if you combine these you are almost compelled to put the higher salary range to the new class. Because while those below are not unwilling to take an increased salary—that perhaps is really their object in asking for the combination of these classes—yet the higher paid men are not going to consent to the reduction of the compensation of their class; so it means an additional public expense, to combine such classes.

Q. By continuing in the service, they would ultimately reach the maximum? —A. Yes.

By Mr. Garland:

Q. The majority of the new classes are classes with a high salary?—A. Yes, in the main they are; they are generally technical or special positions.

By Mr. Lewis:

Q. There is no reason why a servant in the service should reach a maximum in five years; you might as well put it at 15 years?—A. We tried that in some cases, and the civil servants objected; they said it was frightfully discouraging to look at all those steps ahead of them.

Q. Would it not be very discouraging to know that you would come to the end in five years?—A. The experience has been that as soon as they come to the maximum of their class, they try to get into another.

Q. They have to compete to get into it?—A. Yes.

Q. Do they get the preference?—A. No, there is no preference given to those at the maximum of their class.

Mr. LEWIS: In the way I suggest, they would get that anyway?

By the Acting Chairman:

Q. Before you leave these classes, I see that a large number of classes have been cancelled?—A. Yes; they have been cancelled by combination of some classes, and also by the department deciding that some of them are not necessary.

Q. Have you any idea of the number that have been cancelled?—A. I have the figures somewhere.

By Mr. Lewis:

Q. Will you tell me what is usually the maximum number of years before you reach the maximum salary. That is, when you advertise a position, what is usually the maximum number of years before you reach the maximum salary? —A. The length of the salary ranges differs. In some cases—here on page 516, I have one class which has three ranges only. On the next page, I have one that has six ranges; I turn over a page and get one with four ranges, and so on; another one has seven.

Q. I mean take other professions, for instance in the development of a bank, or in the teaching profession, very often it runs much longer than three or four years, sometimes as high as ten years before the maximum is reached. —A. Yes.

By Mr. Chevrier:

Q. That was the way under the old Act of 1908; it took longer to get to the maximum.—A. Mr. Chairman, I think the Committee is entitled to know the various steps which were followed in preparing the classification of the Federal Civil Service, placing the employees therein, and hearing appeals. I may say, to cut it short, that there were 16 individual steps necessary in the case of each employee, and as there were some 50,000 persons classified, you

can see that made about 800,000 separate actions. It is not necessary for me to read that, I can pass it in to the reporter.

Q. Put it in the record, and we can read it?—A. Yes.

"Steps Followed in Preparing Classification of the Federal Civil Service.

1. Duties cards were obtained from all employees, filled out by the employee, and vised by branch and departmental heads.
2. Checking lists were obtained from departments showing the names of all employees, old grade, salary paid, and date of last increase.
3. Rough charts were prepared showing organization of departments and numbers and kinds of employees.
4. The duties cards were scanned and a tentative class title placed on each card.
5. The cards were assembled in occupational and service groups and tentative class definitions covering qualifications and duties prepared. Personnel committees representing the various services were, with the approval of the department and the Civil Service Commission consulted in order to get their views and suggestions.
6. Titles from duties cards were transferred to checking lists.
7. Checking lists and duties cards were taken to departments and reviewed with the deputy minister or such officer as he named.
8. At these conferences changes in classification were made as agreed to by the department and Civil Service Commission representatives.
9. In disputed cases of classification, the department, usually represented by the deputy minister, and the Civil Service Commission, represented by the Chairman and Commissioner LaRochelle, met and endeavoured to reach an agreement.
10. Following these conferences official lists were issued.
11. The board of hearing was meantime dealing with class appeals.
12. Personal appeals from classification shown on official lists were received and considered by the Commission's officers.
13. Genuine personal appeals were dealt with by a trial board composed of a member of the Civil Service Commission's staff and an employees' representative, at which a representative of the department was present.
14. Where they agreed, the case was considered settled; where they disagreed, the case was sent to the board of hearing for review.
15. The Civil Service Commission considered the recommendation of the board of hearing and rendered decision.
16. An amendment to the official list was issued.

There has been some agitation for the abolition of this classification, and going on to some other system. In this connection, I just want to say this; after all that action has been taken, after the service has been in turmoil for five years, after this transfer of the service from the old Act to the new system has just been completed, the hearing of appeals has been concluded—(except a few remaining that require special investigation and to which the Commission is giving attention). If I may give my opinion—it is this, that the system is entitled to a fair and reasonable trial. The alternative, of course, is something different; additional hubbub in the service for whatever length of time it takes to apply the new system, another period of transition, additional public expenses, and after all I doubt very much whether we will be any nearer the millennium than we are to-day.

Q. By reason of your close contact with the service, what is your opinion; is the service satisfied with the present state of affairs?—A. I believe that the service is better satisfied to-day than it was in 1914. I believe that if we could take a vote of the employees of the public service from the Atlantic to th Pacific, including those in Ottawa, we would find much greater contentment.

Q. Why do you say, "including those in Ottawa"?—A. I say that, because those in Ottawa are much nearer to us. You know, it is only from the dissatisfied persons that we hear, and those in Ottawa have special opportunities of reaching the Commission and reaching those like yourself, who have made a special study of Civil Service matters, and of course they have greater opportunities than their rural brethren of making their representations to the Commission, and so we hear from them, more frequently than from the others.

Q. There is just this, Mr. Jameson. This is all very interesting, what you are giving; this is very interesting evidence, but in view of the fact that the deputy ministers themselves have said that this should be modified, and in view of the fact that some of the associations have said that—I am prepared to attach considerable weight to your opinion, but I just do not know where to draw the dividing line.—A. Mr. Chevrier, as I said before, the Civil Service Commission and a large number of the employees in the various departments, and the deputy ministers have devoted a great deal of time and attention and thought to the adjustment of this new classification. With all its imperfections, it is now actually applied, and I really think it would be in the public interest that it should be given a try out of two or three years to see if it is not a fairly reasonable and satisfactory classification.

Q. That is, provided that you keep on as you have been doing, improving it as you go along?—A. Yes; it is not perfect yet, I think, but it is better than it was when first applied, and we have been going, of course, through the period of hearing appeals and complaints, and that has made it seem much more unsatisfactory than it otherwise would. But I remember in the old days when I sat in the House of Commons, that session after session, day after day would be occupied in the airing of complaints and grievances—many of them legitimate—of members of the civil service throughout the country, so it is no new thing to have these grievances in the service. They existed under the Act of 1908; I remember there were many grievances aired as a result of the classification under that Act, and as to its operation, so it is not a new thing. Now the question is sometimes asked—and I think it is a perfectly reasonable question, too—"Why is the Civil Service Commission so generally blamed if it be not blameable?" I think the answer is this, that to-day if I may speak in the vernacular, everyone is "passing it the buck". In the old days, the responsibility was distributed over a number of ministers of the Crown ,a number of deputy heads; hundreds of heads of branches, members of Parliament, and of the Senate. They acted, so to speak, as shock absorbers. To-day—I hope I have not used an inappropriate expression—

Mr. CHEVRIER: We will put our own interpretation on that.

Mr. RINFRET: I suppose we are the bumps on the road.

The WITNESS: No, but in the old days we were, and we got the bumps too! But to-day all those have been eliminated and the pressure is directly on the Commission; hence the Commission is blamed for everything.

By Mr. Chevrier:

Q. Did you not bring it upon yourselves?—A. Not at all. I was perfectly—.

Q. Who else can you blame?—A. I was perfectly happy before the change came, before the deluge came. This came about as the result of the definite policy of the Government of the day, and the considered policy of Parliament.

The Government of the day appointed one of its ministers, I think, or a man who was very high in the councils of the Government at that time, to assist in the drafting of this bill, and he with another gentleman prepared the bill. I made some recommendations which, I am sorry to say, were not adopted. I do not know that they would have been improvements, but at least the superior counsel of the others prevailed and the bill went through Parliament in the form in which we now find it.

Q. Could we, at some time, before this Committee makes its report, be favoured with the suggestions that you made at the time, to see if it is our opinion that they should be embodied as an improvement?—A. As a matter of fact, I think perhaps that some of them would not apply now, one was with regard to postponing certain matters. I did not think it was feasible to fix salary schedules during such an unsettled period as we were then living in. I thought it was better to adhere to existing salary schedules, and make up whatever difference was required by way of a bonus, which was flexible and could be changed from year to year to meet the situation. There was no reliable standard of service value anywhere in the world at that time, and I felt that any range of compensation which we then would set might have either been found later on to be too high, in which case it would bear unduly on the tax payer, or too low, in which case the civil servant would find that he was not getting reasonable compensation. But they felt it was better to fix the salary ranges and attempt to adjust the balance by means of a bonus.

With regard to the recommendation of the deputy ministers, a copy of which I have here, I think, Mr. Chevrier, you said you wanted to ask me some questions on that.

Q. Are you through with your own notes, Mr. Jameson?—A. I think I am practically through.

The Chairman, Mr. Malcolm, resumed the Chair.

The CHAIRMAN: You might begin with appointments.

By Mr. Chevrier:

Q. You administered the service under the 1908 Act?—A. For a very very brief period.

Q. The deputy ministers have recommended that appointments to technical and professional positions and the like, be exempt. Have you any objections to that?—A. Well, in my opinion that would be a serious mistake.

Q. Then the second change is, that there are certain outside servants, such as employees in offices outside of Canada, and rural postmasters, to whom it is impracticable to apply the provisions of the Civil Service Act reasonably, and these would be removed from under the Act. Have you any objection to that?—A. I have something here on the subject of exclusion from the Civil Service Act of positions generally. It does not only relate to rural postmasters. I can deal with it now, if you like.

Q. Let us take them all up now, because they all fall under the same heading.—A. In order that there might be no mistake as to my views on this, and one as to which a person must be rather accurate, I have prepared a statement (reads):—

"Exclusions from the Civil Service Act generally

"The principle which I believe should be observed in respect to procedure under section 38B of the Civil Service Act, which authorizes the exclusion from the operation of the Act of any position or positions which the Commission decides it is not practicable nor in the public interest to retain under their jurisdiction is this.

"I am of the opinion that no invasion of the merit principle as based upon competition should be permitted and the Commission should

retain under its jurisdiction all positions to which the competitive system, in selection for and appointment to the public service, can *bona fide* be supplied. Conversely, in my opinion, all positions the appointments to which the Civil Service Commission cannot *bona fide* control, by a regular and orderly procedure, calculated to determine the best qualified applicants, should be excluded from its jurisdiction.

"It should not be forgotten that the Canadian Civil Service Act went further in its inclusion of positions in the public service than any other similar legislation. To that extent is was necessarily experimental and adjustments should, I think, properly be made in the light of experience.

"It was surely not the intention of Parliament when it passed the Civil Service Act to render the Civil Service Commission responsible for appointments to positions which they could not control. It would certainly not be good public policy to do so. It would be calculated to bring the Commission under public censure from time to time for errors or contravention of the Civil Service Act which they have no means of preventing and of which they might unwittingly approve."

Some person might, say, "this means a return to patronage". Supposing it were a case of an appointment of a blacksmith's helper, or a charwoman, I do not think, and I never did think, that a blacksmith's helper or a charwoman should be classified as a civil servant. I do not think the term civil service in this country embraces such. I think the civil service is a body that is separate.

By the Chairman:

Q. The Civil Service Federation have refused to admit to their ranks certain classes?—A. I believe so. To my mind, the seriously minded people of this country are not concerned about the appointment of a blacksmith's helper or a charwoman.

By Mr. Shaw:

Q. Are there any other positions in which the appointments to those positions are competitive in character? I mean even to manual labour positions or what you call manual positions?—A. I know of none.

Q. In the United States, do they not appoint so-called labouring classes by a system of competition without reference to patronage?—A. I know of no such system.

By the Chairman:

Q. Is the Act of 1908 not largely based on the English Act?—A. Yes, I understand so. Of course, the English Act—

Q. The inspiration was drawn from Great Britain rather than the United States?—A. Yes.

By Mr. Shaw:

Q. Is there any reason why the so-called labouring classes should be any more subject to patronage than the so-called technical classes?—A. Well, I think that is slightly outside the domain of the Civil Service Commission. That is not a question involved within our jurisdiction.

Q. As a matter of fact you had within your jurisdiction until some time ago, until you released them, the appointment of all the labouring classes under Privy Council order 1053. What is the date of that order, please?—A. That is last June.

APPENDIX No. 5

By Mr. Chevrier:

Q. Last night, did not Dr. Roche say that Order 1053 had the effect of releasing about 3,000 positions?

Mr. SHAW: Yes.

Mr. CHEVRIER: That the other orders in council passed previous to this one, all passed in 1921, had the effect of releasing from about eight to ten thousand positions.

Mr. SHAW: I was aware of that. What I want to know is this: Privy Council Order 1053 exempted from the operation of the Civil Service Act a large number of classes of people.

The WITNESS: It did.

By Mr. Shaw:

Q. Doctors, labouring men, mechanics and what-not?—A. Yes.

Q. Is there any reason why people of that character should be any more subject to the evils of patronage than those in the technical branches?

Mr. CHEVRIER: There is no evidence of any of these being subjected to the evils of patronage.

The WITNESS: I would like to answer your question as it should be answered, but it does not seem to me that that enters into the jurisdiction of the Civil Service Commission, as far as the position is concerned. If we release the position, we have nothing more to do with the filling of it.

By Mr. Shaw:

Q. I am asking whether some of these people—we sometimes call them the lower class of life—are not entitled to the protection of the Civil Service Act just as much as those who are in the highest class of the service.—A. I must return again to the opinion which I have already expressed, that no positions, the appointment to which the Civil Service Commission can *bona fide* control, should be taken from their jurisdiction, or should be exempt from the operation of the Act, but appointments to such positions as it is not possible for us to *bona fide* control, I do think should not be left under our jurisdiction, because it is a great embarrassment. I have had much experience with this and this is what I draw from it. Supposing we were making a lower grade appointment, we have to depend on a departmental officer, who makes a report to us. We act on his report. We cannot apply any regular test. We have to take his selection. We do not know to what influences he may be subject, but I do know this, that if we approve the appointment on his report, and he has been unfaithful to us in any way, we have no way of disciplining him. We cannot discipline him.

Q. The department can?—A. We cannot discipline him. We cannot dismiss him; we cannot suspend him or even censure him.

Q. That cannot be done with even a technical man in the service?—A. We can do it with respect to any officer of the Civil Service Commission's staff.

Mr. SHAW: Suppose you make an appointment to the Interior department, of a clerk. You have no right to suspend him.

Mr. RINFRET: It is not the same case at all. In the last instance you mentioned, it is the man appointed who goes under the department. In the case Mr. Jameson alludes to, it is the man on whom the Commission relies for the report, and he may report on hundreds of cases.

Mr. SHAW: That does not get to the point Mr. Jameson and I are discussing. My point is this, that whether the Commission appoints a man to the position of, we will say, a locomotive engineer—

Mr. CHEVRIER: They cannot do it.

Mr. SHAW: Before this exempting order took effect, that man was in exactly the same position as a clerk appointed to the Interior Department by your Commission. You can neither discharge nor suspend him. You have no control over him at all.

WITNESS: No, we have no control over him. We cannot discharge him. I said, supposing we were going to appoint some employe—

By Mr. Chevrier:

Q. A lighthouse-keeper?—A. Well, a low grade lighthouse-keeper who has a lighthouse; he is applying for a position in a lighthouse, where there is no machinery to operate. All you require of him is to go in and clean the lamp, to put oil in the lamp, light it and see that it is kept burning; it is necessary that he has physical fitness and reliability. We send to the department and ask them if they will have their inspector or an officer of their department, perhaps 2,000 miles away from here, see the applicants for that position. He interviews these applicants and makes a report which comes to us, and on this report, as a result of this report, we select one man and make the appointment. Suppose it later transpires that the officer who has interviewed those applicants, has not kept faith with the Civil Service Commission, that some local influence has been brought to bear, and the person who should really have got the position, if there can be a selection in a case of that sort, has not been recommended by him. Now, we approve of his report and make the appointment on his report, but if he plays false with us, we have no way of disciplining him.

By Mr. Shaw:

Q. Let me put that against the other situation, that is, if the deputy minister in filling out the rating sheets, does not play fair with the Commission; if he is not trustworthy, he will mislead the Commission.—A. I think there is some difference between the sense of responsibility of a permanent head of a great department, located at the seat of Government, and an officer of the department 2,000 miles away from the centre of control. I would say the deputy minister would be much more apt to give you a fair rating in all cases than those hundreds of officers.

Q. I quite agree with you, but so far as principle is concerned, is there any difference?—A. In my judgment there is a great difference.

By Mr. Lewis:

Q. Do you do the same thing all the time with regard to the postal people outside the service?—A. We have to adopt a policy.

Q. In the post office department?—A. Yes.

Q. That is the one that is giving the greatest satisfaction in the service, we understand?—A. In regard to that, I am not going to raise any question at all, but I would say that the Civil Service Commission I do not think was ever intended by Parliament to make itself responsible for appointments to positions where it could not control the appointment.

Mr. SHAW: Mr. Chevrier agrees thoroughly with you, and I think he would have to go further in regard to a lot of other positions.

Mr. CHEVRIER: I have stated my stand and I repeat it, that any position, I do not care what kind, that is susceptible of a competitive examination in a *bona fide* manner, by the Civil Service Commission officials themselves should be retained by the Civil Service Commission; any position, whether technical or a labouring position or anything that is not susceptible of control under the Civil Service Commission, by its own officers, should be excluded.

APPENDIX No. 5

By Mr. Lewis:

Q. What do you think about technical and scientific positions in that respect, because you simply appoint men to examine them, you do not do it yourselves?—A. The Commissioners themselves never hold those examinations.

Q. Would it apply to them too?—A. No, I think those classes are susceptible of a real educational test or test of experience of education and qualification and skill.

Q. The principle is the same, you have to trust to some other person to make the examination?—A. I don't think so; I cannot see it at all.

Mr. CHEVRIER: I think Mr. Jameson has placed it in very good language when he says he wants to retain—every word that Mr. Jameson has read there means something to everybody, and it means this, that when he uses the word "control" he uses the only word that can be used properly in that sense; any time the Commission cannot control the appointments—they can control an appointment to a varying degree in the technical positions, and I can see some strength, although I do not agree completely with Mr. Jameson when he says there is a difference in controlling the technical positions, but when he uses the word "control" that is the proper word to use as a determining factor in the appointment to these positions.

By Hon. Mr. Marcil:

Q. May I not ask if under clause 38 I think it is, the intention of the Act was that the Commission was authorized to release positions where competitive examinations could not be held?—A. 38B I think it is.

Q. The intention of the Act from its inception was that the Commission was authorized to release positions where competitive examinations could not be held to their satisfaction—

By Mr. Chevrier:

Q. That permeates the whole Act?—A. Section 38B as amended in 1921, that in any case where the Commission decides that it is not practicable nor in the public interest to apply this Act to any position or positions, the Commission may with the approval of the Governor in Council exclude such position or positions in whole or in part from the operation of the Act and make such regulations as are deemed advisable, describing how such position or positions are to be dealt with.

By the Chairman:

Q. So that you have acted under the law, you have followed that in your actions in exempting these classes?—A. Yes.

By Mr. Lewis:

Q. You delegate these positions to the changing forms of government as they come in?

Hon. Mr. MARCIL: No, the law.

By Mr. Shaw:

Q. During the time that the Commission was appointing these exempted classes, was the Commission deluged with protests on account of the appointments made?—A. No, but the Commission was deluged with work, and the appointments were of such a trifling character, and we were practically rubber-stamping the acts of people over whom we had no control, and we reached the conclusion that in order to have time to apply ourselves to the really important business of the Commission, appointments to the professional, technical, ad-

ministrative and clerical services, we would have to dispense with these classes of positions over which we could not properly exercise any control, or to which we could not apply any regular test.

Q. Was there any general complaint with regard to the appointments made by the Commission to these classes now exempted?—A. Well sir, this was the great complaint, the great complaint was the delay that occurred. You see a department, we will say the Public Works department as an illustration, would decide to expend twenty-five or thirty different votes for the repairs of twenty-five or thirty different breakwaters in the Maritime Provinces, on the lakes or on the Pacific Coast, or wherever it might be, they would need to employ foremen and labourers and that sort of thing; there was one of two things to do, either to ask the Commission to advertise these positions or to say to the Commission, "Give us authority to have our men go and secure these necessary labourers and foremen." If we said we are going to stand on our rights, we are going to advertise these positions, we are going to hold a competitive test, or we will apply a test of skill in our selection, it would involve great delay, and the seasons are short.

Q. What did you do?—A. We gave that local selection.

Q. As a result of that did you hear that political patronage was being exercised in connection with the appointment for these positions?—A. I will tell you this, if a Conservative were appointed to a position you may be sure some person would say he had a pull, and if a Liberal were appointed to a position conversely, somebody would say he would have the pull, and if a Progressive were appointed, they would say he had a pull; all appointments made in that way would be subject to that criticism.

By Hon. Mr. Marcil:

Q. Pretty hard to prevent people from talking?—A. Yes.

By Mr. Shaw:

Q. But were any complaints received?—A. The complaints which we received were—

Q. The complaints received, first of all as to whether or not any political considerations were given effect to in these appointments, and secondly as to whether or not the returned soldier preference was being ignored?—A. Of course I cannot say how many complaints were received; I was receiving complaints of different characters from members of Parliament and from the departments; the departments chiefly, that there was undue delay where we insisted on any regular form; where we had to certify these people, we had to issue certificates for these men; perhaps a man would be employed and he would be on only a short time and he would leave; somebody else would have to be employed in his place; it was a continuous change, and the tremendous volume of correspondence, of certification, of investigation, and of documents in connection with the matter really occupied the time of the Commission and the staff of the Commission to such an extent that it was contracting the time which we should devote to the more important work.

By Mr. Lewis:

Q. Does not the Act provide they can employ a man for thirty days without notifying the Commission at all?—A. The department can appoint for thirty days; if, for instance, a man went on for a few days over he would nevertheless have to have a certificate; they might employ him, but they have to report to us notwithstanding the fact that they have the right of employment.

Q. Not until they had employed him for longer than thirty days; they can employ a man for thirty days without notifying the Commission at all?—A. Yes, outside of Ottawa.

APPENDIX No. 5

By Mr. Chevrier:

Q. Those who passed this last Act, the legislators had some idea in mind when they passed this legislation; all that you are concerned with is to administer this law as you find it on the Statute book?—A. That is right.

Q. If, in administering this law, you find that there are things in the law that you cannot control, that there are certain positions, as in this case, that you cannot control, and if the law gives you an opportunity, the same law passed by the same legislators, of releasing from under your control, under your jurisdiction those positions that you cannot properly attend to, are you not doing just what the law asks you to do when you are administering the Act that way? —A. Yes, I think if we retain positions under our jurisdiction over which we are not able to exercise a reasonable control we are not keeping faith with the spirit of the Act nor the intention of Parliament.

Q. You are administering the law, and if by releasing these positions they are placed in some position of misfortune or something you cannot be charged with that, you administer purely and simply the law, whatever the consequences may be to the people who do not come within your jurisdiction, is that right? —A. I don't think I follow you.

Q. When you administer this law and you release these positions because the Act allows you to release them because you *bona fide* believe you cannot honestly administer them, you release them?—A. Yes.

Q. If they happen to be subject to some influence outside that is not your responsibility?—A. Oh, no.

Q. It is not your duty to devise means to cure some evils over which you have no jurisdiction?—A. Oh, no.

Q. Is not that the simple statement of the law—

By Mr. Lewis:

Q. That is then to relinquish all these people, the common people of the earth that do the hard work, you rob them of all protection and leave them to the whim of some man who happens to be a member of Parliament—

Mr. CHEVRIER: No, do not make such a statement.

Mr. RINFRET: That would apply to everything we do.

WITNESS: I do not quite understand that, sir, because after all any person who may be under the jurisdiction is subject to dismissal in precisely the same way as the person who is released.

By Mr. Lewis:

Q. He has a certain permanency?—A. No sir, the permanency is exactly the same. The Crown reserves in this Bill the right to dismiss. There were those in Parliament at the time the Act was passed who said the Commission ought to have the right to "hire and fire," as the expression was, but the majority of Parliament said no, the Crown should preserve its prerogative of the right of dismissal. Whether these people are under the jurisdiction of the Commission or not does not affect the right of the Crown to dismiss.

Q. There is not the same permanency under the one as under the other? —A. I cannot see that at all; it is an Act by the Governor in Council on the recommendation of the minister in either case.

By Mr. McBride:

Q. Can no person employed be dismissed unless through an order in council?—A. Any person who has what is known as a permanent status in the service, appointed by certificate of the Civil Service Commission and who has been employed in a permanent position, becomes permanent in the service after the period of six months, and can only be removed by an order in council.

By Mr. Chevrier:

Q. None of these labourers, none of these charwomen, none of these lightkeepers in inferior positions were appointed by certificate in that way—?—A. We have to issue certificates.

Q. The fact that they are appointed by you does not make them permanent; you take the window cleaners you used to appoint here in Ottawa because they were appointed and selected by the Civil Service Commission did not make them permanent?—A. Of course that is a question of law which I would not like to pass upon?

Q. Mr. Lewis seems to be under the impression that the moment a clerk is employed by the Civil Service Commission that creates him a permanent employee?

Mr. LEWIS: No, I have not said so.

Mr. CHEVRIER: That is what you have been saying that you want them to remain under the Commission so that it will insure permanency.

Mr. LEWIS: After he had passed the probationary period.

By Mr. Shaw:

Q. There seems to be a difference of opinion between you and your colleagues as to whether these exempted classes should be retained under the jurisdiction of the Commission, because I note the order in council is not signed by Dr. Roche?—A. I will be very glad indeed to explain that to the Committee; it may take a little time but I can make that perfectly clear.

Q. All I want to know, is there a disagreement as to whether or not they are susceptible?—A. There is no disagreement as to the classes which should be exempted.

The CHAIRMAN: If you had been here this afternoon you would have heard what the Colonel said with regard to that; there was no difference of opinion as to the—

By Mr. Shaw:

Q. What was the difference?—A. The difference was with regard to the regulations, and since Mr. Meighen referred to that in the House of Commons perhaps I may be permitted to present—

Q. You are referring to the clause that was put in the final order in council, is that what you mean, with regard to selection being made without reference to personal or political consideration, is that the point?—A. Yes. I am referring to the situation just as it is now.

Mr. CHEVRIER: We will hear you Mr. Jameson; it is most interesting.

Hon. Mr. MARCIL: It is an important point and should be cleared up.

The WITNESS: This situation, which has led to a certain amount of misunderstanding with regard to the exemption of this large group of employees, is one which I think in fairness to the Commission as a whole, both Dr. Roche and my colleague Commissioner La Rochelle and myself, should be explained, and it is worthy of a few minutes' time of the Committee, and with the permission of the Committee I will be very glad to do what I can to clear it up.

I may say that this problem originated back as far as 1919, at which time I made recommendation to my colleagues that certain minor positions in the public service, carrying a compensation of $100 per annum or less, should be filled departmentally. These positions were chiefly such as rainfall observers, correspondents to the Labour Gazette, small rural post offices, and aids to navigation, such as pole lights, and other positions of little importance and carry low compensations. The reason for making such recommendation was that considerable time, correspondence, clerical work, was occupied in the over-

sight of the filling of these positions, although in the end they were in effect being filled by the field officers of the department, and the Civil Service Commission had no machinery with which to gauge the qualifications or suitability of the persons employed.

To the proposal that these positions should be excluded, my colleagues agreed. When the recommendation was forwarded to Council, the regulations included were those I had prepared in my report of 23rd March, 1918, recommending in view of special circumstances that certain administrative, professional. technical, and clerical appointments in the Department of Soldiers' Civil Re-establishment should be made by the department's officers, in order to facilitate the securing of staff which they then urgently required.

The submission recommending the exclusion of positions carrying a salary of $100 and under went to Council and was returned, according to my recollection, with the suggestion that the limit of salary should be raised from $100 to $200 per annum. The Civil Service Commission subsequently approved of this, and an order in council was duly passed: P.C. 1694, 14th August, 1919.

The Post Office department never acted under this authority in making appointments to minor offices, claiming that Regulation (b) rendered it useless. Regulation (b) read as follows:

> " That the selection has been made without reference to personal or political consideration and strictly on the merit principle as between persons applying or available for the position."

Another department also objected to it as being impracticable and inconvenient.

By Mr. Shaw:

Q. Which one was that, do you remember?—A. Yes, that was the Department of Public Works, and I think there was another department but I will not speak definitely as to that. This occurred some time ago.

As it transpired, few of the departments had positions carrying such minor salaries. Subsequently when on September 14th, 1921, the Civil Service Commission recommended to Council the exclusion of certain other classes, namely, labourer, assistant labour foreman, labour foreman, charwomen, outside of the City of Ottawa, regulation (b) was omitted as being impracticable. All three Commissioners signified approval by attaching their initials to the draft recommendation. P.C. 3518 to the same effect, dated 21st September, 1921, was passed excluding these classes. Now that regulation (b) as I say was omitted from that. I have a copy of the recommendation to Council here.

In May, 1922, the Civil Service Commission, of its own motion, after careful consideration, decided to recommend to the Governor in Council that certain positions which in the judgment of the Commissioners do not lend themselves to competition of skill or education, should be excluded from the operation of the Civil Service Act under section 38-b thereof. As to the classes to be so recommended for exclusion, there was no difference of opinion amongst the Commissioners.

On the 8th May, 1922, the submission or recommendation for the exclusion of these classes was forwarded to Council. Through what was, I believe, an inadvertence on the part of the official who prepared the submission, the regulations from the submission covering the exemption of technical, administrative, and clerical classes in the Department of Soldiers' Civil Re-establishment, to which I have already alluded, with somewhat trifling variations, were inserted in the recommendation to Council, instead of the revised and amended regulations from P.C. 3518 dated last September, 1921.

On the 13th May this submission was returned to the Commission with the comment noted on the margin:—

"Procedure suggested on page 4 regarded as unnecessary and cumbersome and making last step worse than the first."

13th May, 1922.

(Signed) Rodolphe Boudreau."

Subsequently I heard through one of the officers of the Commission that regulations such as those in P.C. 3518, dated September 21, 1921, were deemed more suitable. The Commissioners discussed the matter at a meeting and two of them thought the request reasonable. The Chairman felt otherwise. The majority of the Commissioners then authorized the modified set of regulations more comprehensive than those in P.C. 3518 of 21st September, 1921, and yet which would not, in their opinion, result in a deadlock and a possible tie-up of the public business. The preference given by the Civil Service Act to returned soldiers, was carefully preserved in these regulations and an order in council was subsequently passed in this form. That is the history of the procedure.

I may say regulations much less exacting were inserted, from the recommendation to Council under date September 14, 1921, in which all the Commissioners concurred, so that I did not think we would be justified in imposing on the departments the regulations which they deemed to be unworkable.

By Mr. Garland:

Q. I think your colleague in his evidence this afternoon said that was signed by the three Commissioners?—A. I think he said that under a misapprehension. I don't think he apprehended the question. At all events I can assure you that it was not signed by the Chairman, although he did not dissent from the exclusion of these classes.

By Mr. Rinfret:

Q. There was a remark made some minutes ago about these positions that you recommend to be exempted. The remark was to the effect that you were thereby denying protection to a certain class of labourers. Isn't it the fact that the only recommendation is to the effect that they cannot exercise the proper control and therefore cannot grant them the protection that is talked of?—A. I think there may be just a little confusion as to what the meaning of the word "protection" is, to be attached to it.

Q. I am not trying to bring the tariff in, I must say.—A. We cannot protect anybody. All we can do is to appoint them, classify them, fix their salaries, and as they go along in the department, to regulate their advancement by promotion; but the protection must come from the Crown; if the Crown wants to dispense with any of its employees, it has the right to do so.

Q. I don't think they meant protection after they were appointed, but protection extended over these classes of labourers in the sense that everybody from those classes had the chance to be appointed. But your experience with that class of labourers is that you cannot control the appointments properly?—A. That is my experience as a result of almost five years of the operation of this new system.

Q. And you are not concerned with what other system will be adopted; your statement is to the effect that you cannot do it?—A. It is our duty, when we propose to release these classes, to recommend to Council the regulations by which the positions should be filled. Then the department itself is charged with the responsibility of filling them.

By Mr. Chevrier:

Q. I understood you to say that there were two categories of these positions. Are we through with these positions, because I understand you say

the postmasters may be in a different situation, and if we are, we will take up the postmasters.—A. My observations as regards the underlying principle which I think should attach to the filling of these positions is that we should be able to control the appointment. Now it does not seem to me to make any difference whether it is the position of a rural postmaster or of a day labourer, if we cannot control the appointment by some orderly and properly regulated method, by which we know when we put our hand to the certificate we are doing something for which we are prepared to take the responsibility—because we have the evidence to prove the justice of our act—I think where we cannot do that, we should not retain the positions under our control. Now whether they are small postmasterships or whether they are labourers, does not seem to me to make any difference.

By the Chairman:

Q. Mr. Jameson, you went pretty carefully over these matters before you recommended the exemption of certain positions and refused others. You thought the deputies' list had more positions than you could justify the release of, is that so?—A. Yes, that is so.

Q. I think it was Dr. Roche who said the other night that in your experience you said you found you could administer a good many positions that the deputy minister asked to have released?—A. Yes, wherever we can control the appointment.

Q. Dr. Roche said to the Committee that good co-operation between the Commission and the departments is the only practical way in which it could be handled, and that no one should say which position was practical to release but in the light of further experience you might find that some of these positions that you had released might be taken in and others might be let out, but that nothing but the working out of the measures would give you the evidence on what you could and what you could not handle?—A. Yes.

By Mr. Shaw:

Q. Do we understand from you, Mr. Jameson, that perhaps this exempting order 3518 does not reach the limit of possible exemptions?

The CHAIRMAN: They may have gone too far.

By Mr. Shaw:

Q. From your experience are there any classes which you think should be exempted further?—A. I think there are some classes which should be considered further.

Q. Have you made any recommendations in connection with them?—A. No, I have not.

Mr. SHAW: If the Civil Service Commission is going to exempt further we may as well realize now what classes he proposes to exempt. I want to know that.

The CHAIRMAN: Dr. Roche does not put it that way. They thought the deputy ministers were not fair in asking for so many releases, but he would not say in the light of further experience it might not be found that some of them might some day be released.

Mr. SHAW: I understand Mr. Jameson to say that there are some classes now that he thinks should be exempted.

Mr. LEWIS: What about the post office.

Mr. CHEVRIER: We will take up the post office later on. I thought we had closed with this. We will see what Mr. Jameson has to say on that, and then we will take up the post office later on.

Mr. LEWIS: Would you like to adjourn until to-morrow night?

Mr. CHEVRIER: We can hear this evidence now.

WITNESS: You know, gentlemen, a man is called here as a witness; he is I presume expected to express his honest convictions and his individual ideas.

Mr. CHEVRIER: Quite so.

WITNESS: If by chance his opinions are not those of some of the members of the Commission, or even of his colleagues, I do not think that should prevent him from expressing his honest convictions.

Mr. SHAW: That is what I want to hear, because I am interested in it.

WITNESS: I propose to endeavour to place the Committee in control of the views I entertain as to why certain positions, the appointments to which we cannot control, should be eliminated from the jurisdiction of the Commission.

By Mr. Lewis:

Q. Do you control the rural post offices?—A. We really do not control the appointments to certain of the small rural post offices.

Q. You say you do not control the rural post offices?—A. We cannot control them, where we cannot apply any tests.

Q. That is one of those you would exempt, according to the principle you enunciated a moment ago?—A. Yes, where we cannot control them. The expression " rural post offices " as explained by Mr. Coolican, who was here a few days ago, is misleading. All post offices which are not city post offices are called rural post offices.

By Mr. Chevrier:

Q. Take the City of Hull; is that a rural post office within the meaning of a revenue post office?—A. It was when we built the post office.

Q. There is a post office the appointments in which you cannot control?—A. Yes.

Q. So that you first start with post offices you cannot control, and as you go up the ladder you ultimately reach post offices the appointments to which you can control?—A. Yes.

Q. Your argument is that up to the point where you cannot exercise control you do not feel like having jurisdiction over them?—A. Yes.

Q. The moment you can exercise control, you want jurisdiction over them? —A. Yes.

By Mr. Shaw:

Q. Will you give us a list of those you think should be exempt, and then we can adjourn?—A. I have not prepared a list. I have only laid down what I regard as a sound principle upon which to proceed. I would be very glad to further deal with the matter of post offices, if the Committee wishes me to do so.

Mr. MCBRIDE: I move we adjourn.

Mr. SHAW: Before we adjourn I would like to get a list of what Mr. Jameson thinks should be exempted, because I want an opportunity of cross-examining him upon it when we meet again.

Mr. CHEVRIER: We might as well sit here until we get through.

By the Chairman:

Q. You have never really thought of going over the employees in the Civil Service to figure out any further exemptions, have you?—A. No; I have not had an opportunity of doing so.

Q. You would not be able, without a great deal of work and study, to figure out each one that you think should be exempted?—A. No; I have only reached a general conclusion.

Q. In your opinion there are some which, according to that principle, you would be justified in releasing?—A. Yes.

Q. But you could not answer Captain Shaw's request and give him a list now?—A. No, I could not.

Mr. SHAW: I would like to suggest that we adjourn until next week.

Hon. Mr. MARCIL: Until the law is amended, the powers of the Commission go on.

Mr. SHAW: That is right. I think this Committee is entitled to know, not only what is in the mind of Mr. Jameson but what is in the minds of the other Commissioners in regard to possible exemptions. Before this Committee rises we should know the limit, as far as positions are concerned, because it might apply to a thousand positions.

Mr. CHEVRIER: If it applies to a thousand positions, I will be one that will fight for it, because it is a sane and sound principle that where a man has no control over something, he has no business to administer it. I think everybody will agree with that.

Mr. SHAW: Personally, I am not prepared to come to any conclusion upon this matter until we have had ample opportunity to allow all of the Commissioners to come here and indicate the principle that should govern in the application of that exempting provision of the statute and the classes which in their judgments are susceptible of exemption.

The CHAIRMAN: They have all been here, Mr. Shaw.

Mr. SHAW: The Chairman was here, but did he give the classes?

The CHAIRMAN: No.

Mr. SHAW: Then I want them. Was any evidence given indicating the classes that could be exempted under that section?

Mr. CHEVRIER: It might very well be that after having enunciated that principle—

Mr. SHAW: I am not going to let this slide and then find after the Committee has dissolved that that principle has not been settled.

Mr. CHEVRIER: It may be that that principle may not be acted upon in six months or six years. They are not going to exempt or not exempt. Something might occur which would necessitate the exemption of a certain position.

Hon. Mr. MARCIL: As long as section 38 is not repealed, it is in their power still.

Mr. RINFRET: Did the Commissioners not state that they were finding from day to day cases where they had suggested dismissals for cause? How can we expect Mr. Jameson to state with any finality that so many classes should be exempted, and stop there?

Mr. SHAW: Mr. Jameson says that there are a certain number of classes he thinks should be exempt. He knows that to-day, or he can get it in a short time. We should know his opinion upon it to-day, and that of the other Commissioners as well.

Mr. CHEVRIER: So long as section 38 remains and so long as it is in the Act, no one can blame the Commissioners for acting in that way.

Mr. SHAW: It may be desirable for this Committee to recommend that it should be repealed and not taken advantage of any further.

The CHAIRMAN: And put in a still more inflexible Act?

Mr. SHAW: We can try, and see what we can do.

The CHAIRMAN: You may try.

Mr. SHAW: There is a motion to adjourn, Mr. Chairman.

By Mr. Rinfret:

Q. Is there any finality in your mind?

The CHAIRMAN: There is a motion to adjourn. Is it carried?

(Motion declared carried).

The CHAIRMAN: When shall we adjourn to?

Mr. CHEVRIER: This is a poor way of conducting business, to apply the closure here.

Mr. RINFRET: I move we meet to-morrow morning at ten o'clock.

The CHAIRMAN: Is it agreed to?

(Motion agreed to).

Witness retired.

(The Committee adjourned until Friday, May 18, 1923, at 10 a.m.).

FRIDAY, May 18, 1923.

The Special Committee on the Civil Service Act of Canada met at 10 o'clock a.m., Mr. Malcolm, Chairman, presiding.

Mr. CHEVRIER: Before we proceed with Mr. Jameson's evidence I wish to refer to the report in the Morning Journal, and call attention to two statements. On the first page it says:

> "Col. LaRochelle had prepared replies to the several points on which the Deputies wished radical changes, but the Committee declined to hear the statements, preferring to cross-examine the witness. The result was that only the memorandum on appointments was submitted."

So far as I am concerned, I never did decline to hear the statements, and I am not declining yet. The only reason for the stand I took was that the statement of Col. LaRochelle offered no facility for cross-examination. The other statement in the Journal, on page 4, is:

> "Members of the Committee, Messrs. Chevrier, Rinfret and Malcolm, objected to the presentation of such a statement."

So far as I am concerned—I do not know what the other gentlemen feel—I did not object to the presentation of such a statement. It goes on to say:

> "Mr. Chevrier said it was altogether too sweeping."

Well, that would be a matter for opinion, and that might be the Colonel's opinion that he would give in that statement, and I would have to respect it as such. I did not say it was too sweeping. Then it says:

> "Col. LaRochelle replied that he had merely sought to cover points not already covered. The Committee showed no inclination to hear the remaining statements of the Commissioner, and these were not given."

APPENDIX No. 5

So far as I am concerned, as one of the members of this Committee, I did not show any inclination not to hear the remaining statements, and I am prepared to hear them now, provided always that the facilities are given for the proper re-examination of the Colonel on the statements that he may make.

Mr. SHAW: I suggested yesterday that we should have heard those statements, or should have had them published. I move now that the statements of Mr. LaRochelle be published in the proceedings.

Mr. MARTELL: I object to them going in unless they go in as sworn evidence.

Mr. SHAW: Let him be recalled.

The CHAIRMAN: It will be the best thing to recall Mr. LaRochelle.

Mr. CHEVRIER: I have no objection to the statements going in, provided the Colonel furnishes us with copies beforehand; then when he puts in his statements we will be able to say, "Colonel, I agree."

Mr. SHAW: It may be that if Colonel LaRochelle would submit copies to the Committee, we may not want to ask him questions at all; they might go in without any questions.

Hon. Mr. MARCIL: I think it would be more satisfactory to recall him.

Motion to recall Colonel LaRochelle agreed to.

Mr. CLARENCE JAMESON, recalled and further examined.

By the Chairman:

Q. Mr. Jameson, if you have some further evidence to submit, you may do so?—A. When the Committee rose last evening I was about to proceed to some reference to the cost of the public service of Canada. I am conscious of the fact that the capital of any country is rather a poor pulpit from which to preach economy. In Ottawa, there are, including the families of employees, some 30,000 individuals directly interested in the moneys which are paid for Civil Service, and there are a large number of others engaged in various businesses who are indirectly interested. Now, before I give you the figures of the cost of the public service which I nave here, would you permit me to state three sets of figures which appear to me to be rather significant. The first is that the Federal income tax received during the last two fiscal years averaged per year, according to the official reports which I have seen, $62,533,000 in round numbers. The deficit on the Canadian National Railways during the last year of operation amounted, according to Hansard, to $51,241,000. The salaries, including bonus, paid to the members of the Civil Service of Canada as of December 1921—I have no later figures than these—amounted to $58,512,000 odd. Now, if we take the years 1913-14, and on until 1920-21, we find that in the former year there were employed in the public service of Canada when the war broke out, 29,135 persons, and the total salaries paid to them amounted to $24,341,188. I will not give the figures of the intervening years, but I will come to 1920-21. In that year the total number of employees in the public service was 41,641, and the amount of salaries paid, exclusive of bonus, was $53,-266,627. In addition to that, the bonus was, roundly, $5,000,000, which made the total amount over $58,000,000.

By Hon Mr. Marcil:

Q. Can you give the increase, in round numbers, during those years?—A. Yes, I have that here, reduced to a percentage per capita.

By Mr. Martell:

Q. In ordinary years we are paying more for the Civil Service of Canada, that is, for administrative purposes all over Canada, than the total revenue of

Canada was in 1896?—A. Yes; the total revenue in that year was around $36,000,000.

By Mr. Chevrier:

Q. That cannot be helped?—A. No, that is a condition which is due to the age in which we live, and not to the fault of any Government, so far as I can see. Now, I have had the percentages worked out. I have not checked them over myself, because this was done generally within the last few hours, and I find that the average salary per capita in 1914, according to these figures, was $835.46, while the average salary per capita in 1921 was $1,279.17; that is exclusive of bonus.

By the Chairman:

Q. What did the bonus in that year amount to?—A. The bonus was practically 10 per cent of the total payroll. The percentage of the increase, therefor, was 53·10. Now, in that connection, it may be interesting to note what the purchasing power of the dollar, indicated by the family budget, which includes food, fuel, rent, clothing and sundries, was as follows, during the years which I have mentioned. Assuming that the purchasing power of the dollar in the year 1900 was 100 per cent, relatively in 1908 it was 81 per cent, in 1913 it had fallen to 70 per cent, and in the early months of the present year, 1923, it had dropped to 47 per cent. The difference between the purchasing power of the dollar in 1913 and the early months of 1923 was roundly 33 per cent. Now, those figures,—which I have not prepared myself, but which came from the Department of Labour,—are, I believe, authentic, I think they contain information which might be of interest to those who desire to inquire into the basic merits of the classification salaries, and if it is the pleasure of the Committee I can hand the statement in.

Mr. SHAW: As the result of all that, it shows that the salaries now are not adequate?

By the Chairman:

Q. It shows that the increases in salaries have not been proportionate to the increase in living?—A. The figures speak for themselves.

By Mr. Martell:

Q. Can you tell me what the average salary for the civil servant outside of Ottawa is?—A. No, I cannot. These figures cover the service at large, but I will be very glad to get those.

By Mr. Chevrier:

Q. Before you leave that, it would appear that the minimum salary there is about $800—I mean, the average salary?—A. It was in 1913, but the average is now over $1,200.

By Mr. Martell:

Q. When we bring that average down to the small country postmaster and lighthouse keeper it does not show that the people at Ottawa are not getting enough money?—A. I might say that the rural postmasters have been excluded from this, because they were not included in the civil service.

By Hon. Mr. Marcil:

Q. Do you include the railway man and the merchant marine?—A. No, those in the list are just the regular departments of Government which make up the civil service. Now, Professor Jones, of Washington, spoke at the Chateau Laurier the other day on the matter of salaries paid to the professional and technical and administrative and other officers of the American Govern-

ment. He referred to the new classification which had been worked out in the United States as the result of several years of thought and a great many years of agitation, and he instanced the fact that, due to the inadequacy of the salaries which had been previously paid in their technical and professional services, their annual turn-over or wastage ran sometimes as high as 40 per cent and even 60 per cent, because the commercial field attracted men of high standing, and they were able to secure higher rates of payment therein.

By the Chairman:

Q. You mean, by that, that they only held about half of their men?—A. That is what I gathered from the statement.

Q. They only retained about half of the men that went into the service; the balance went out for two reasons: if a man was a really efficient man he was taken away from them by somebody who paid him more money, and if he was a really inefficient man they might let him go for inefficiency?—A. I had asked the officers of the organization branch, who are familiar with these matters, to prepare for the Committee a memorandum showing, so far as possible, what the annual wastage had been in Canadian technical services. I regret that I do not have it at hand, but I will endeavour to furnish it later. I will leave, for your record, the statement of the numerical strength and salary payments of the civil service for the years 1913 to 1921 inclusive, from which I gave you the comparative figures for 1913-14 and 1920-21. It is as follows:— (See Appendix—Exhibit "M.")

By Mr. Chevrier:

Q. I think I would so far as I am concerned, I would like to see that, that is the number of those who have left the service because of the inadequate payments in the technical branches, so that what Dr. Swaine said at page 323 there in answer to Mr. Simpson:

> "Q. Is it not also true that much more tempting offers have been made by the industrial firms in Canada to men to leave the civil service?—A. Quite true."

Q. So that is what you mean, is it?—A. During the years immediately following the close of the Great War, the Canadian service lost a great many high technical officers, mostly geologists, because of the fact that there was a shortage of them in other countries, and they were paid very high rates of compensation, but my information is that the commercial field is not to-day what is was then, and I have even heard from some of these gentlemen and from their friends that in some instances they would be willing to return to the Canadian public service at the salaries which when they left seemed to be unattractive to them.

By Hon. Mr. Marcil:

Q. Is it not a fact that you have no difficulty at all in filling any position in the Civil Service; you always have applications more numerous than you can avail yourselves of?—A. Yes.

By Mr. Chevrier:

Q. Not in the highly technical positions?—A. It is very seldom we are unable to fill a position with a competent man as a result of a first advertisement. If we fail to do so on the occasion of the first advertisement then we advertise again, and if we cannot get one with the necessary qualifications under those circumstances, it is a fair thing to conclude that the compensation is not sufficiently attractive. Then we make representations to the Governor in Council and ask for an increase.

Q. I have here the compensation schedule of the new reclassification law of the United States, section 13, professional and scientific service, it goes up to $7,500. In the Canadian service are there any technical men who get $7,500? —A. No, not usually.

Q. As I understand it the smallest salary paid in the United States is $1,080, and the smallest salary in Canada is $600?—A. That is right.

By Mr. Martell:

Q. You simply make that as a usual thing; there are two or three men like Mr. McLaughlin, of the Hudson Bay Railway, who gets some eight thousand dollars, and Mr. Bowden, the Chief Engineer, gets about eight thousand dollars —there are one or two exceptions?—A. Yes, there are exceptions; and in the case of Major Bell, who is the Deputy Minister of Railways, and a Director there was an exception made, but I meant to speak of the general service.

By Hon. Mr. Marcil:

Q. Was there an exception made for the Deputy Minister of Justice?—A. Yes, many years ago.

By Mr. Shaw:

Q. And the Deputy Minister of Finance?—A. Yes, recently the Deputy Minister of Finance.

By Mr. Chevrier:

Q. That is not of the class known as technical and scientific?—A. No, those are high administrative positions.

Q. In the technical and scientific service as understood in the Canadian service, the highest salary is lower than $7,500?—A. It is $5,700, I think, speaking generally, that is as far as the classification prepared by the Civil Service Commission is concerned.

By Hon. Mr. Marcil:

Q. Have you any figures as to the cost of living in the United States as compared with Canada?—A. No.

Hon. Mr. MARCIL: If the cost of living were higher in the United States that might explain it.

By Mr. Shaw:

Q. In the minimum salary you have not included anything for the bonus? —A. No, that is extra, and that varies from time to time.

By Mr. Martell:

Q. The higher paid technical men do not get a bonus?—A. No, the bonus is discontinued after the salary of a single employee reaches $1,200 and a head of household $2,400—

By Mr. Rinfret:

Q. Does the outside man get a bonus?—A. Yes.

Q. Some of them do, not all?—A. All of those who are regarded and classified as full-time civil servants do.

By Hon. Mr. Marcil:

Q. Seasonal employees got no bonus?—A. Yes.

By Mr. Chevrier:

Q. Any one that falls within the classification gets a bonus, is not that the test?—A. Yes, full time that is the test which has been applied; of course the

regulations govern—I am sorry I have not them under my hand, but they can be filed here and form part of your record.

Now, Mr. Chairman, there is a matter to which I wish to allude, and that I think heretofore has not been perhaps given the consideration which a good many people in this country think it should receive, and that is the granting of rewards for distinguished service. Some time ago the question of Dr. Saunders' retirement from the Department of Agriculture, was discussed, and noted in the press, and one of the city newspapers asked me my opinion with respect to some provision being made for a man who had rendered such signal service to Canada as it was believed that that gentleman had done in his discovery of the Marquis wheat. Following that I asked the Secretary of the Civil Service Commission to communicate with a number of the heads of the Canadian universities, to enclose an editorial from the Ottawa Journal referring to the matter, and ask them what their opinion would be. Perhaps I might be permitted to read the letter.

"Ottawa, April 13th, 1922.

"Dear Sir:

"By direction of the Civil Service Commission I am herewith enclosing a clipping from the editorial column of the Ottawa Journal of the 11th instant, respecting rewards for special merit in the public service.

"The Commission would be much interested to have your opinion as to whether a Board composed of suitable members of the professoriate of Canadian Universities would be an appropriate body to pass upon claims of technical members of the public service for special recognition of original research work in the field of Science. The Advisory Council for Scientific Research might also have representation on such a Board; the principal object would be a reward for merit and prevent the glorification of humbugs.

"Any expression of opinion which you care to offer on the subject generally will be greatly appreciated.

"Yours faithfully,

"(sgd.) W. Foran,
Secretary."

They were forwarded to Sir Robert Falconer of the University of Toronto, Henry Marshall Tory, of the University of Alberta, A. Stanley Mackenzie, Dalhousie University, Dean Adams of McGill University, who was at one time a distinguished member of the Geological Survey, Department of Mines of Canada; Brigadier General Mitchell, Toronto University, Professor Watson Bain of the University of Toronto, F. C. Harrison of Macdonald College, St. Anne de Bellevue, and each of them replied that they thought the idea admirable, and while there was some difference as to the manner in which they would suggest determining the merit of the individual, at the same time there was a general feeling that it was a proper thing, and that it would promote research work. I think that perhaps I might just read this which I have prepared with respect to this feature:

"The principle of giving national recognition to those who render some signal service to humanity through scientific research and discovery, which unhappily seems to be more honoured in the breach than in the observance, should I think be quickened and extended to those in the public service. The case of Dr. Saunders of Marquis Wheat fame may be cited as an illustration. The Civil Service Act might very properly make provision for such distinguished public employees and some substantial financial reward by way of annuity for life would, I believe, in such circumstances meet the hearty approval of the people of Canada.

"The danger of course would be that if the door were opened to suitable recognition of the deserving person, the charlatan and wire-puller would also appear upon the scene. To guard aganst abuse of the system therefore, some ample and effective check would doubtless be essential. There would probably require to be some open method above taint or suspicion of favouritism for determining what persons should from time to time be so recognized.

An honorary council composed of representatives of the professoriate of our Canadian universities to first pass upon and approve the merits of any such cause before Parliament was asked to take action theron, might render a useful purpose in this respect. However, this would be a detail which could safely be left until after the principle of suitable recognition was established." As we know, Mr. Chairman, there are a large number of problems which are awaiting a solution by the scientists of to-day, and while I do not mean to say that action of this sort would in any way stimulate them in the work, at the same time a man who devotes his life to the solving of these problems, devotes his capital as well sometimes, unfortunately in his old age finds that he has not what he might have possessed had he followed so to speak a more commercial line of action.

By Mr. Chevrier:

Q. What is the amount of Dr. Saunders' superannuation?—A. I could not tell you exactly, speaking from memory, but it is small.

Q. That is a mere pittance?—A. Would you like to have the clippings and letters?

The CHAIRMAN: Yes.—A. These are they: (See Appendix—Exhibit "N.")

By the Chairman:

Q. There are some questions I would like to put before you; you have a copy of the Act?—A. Yes.

Q. Section 45B, clause (3), do you consider that should be amended? It is regarding annual increases:

> "The rate of compensation of an employee, who has not reached the maximum rate of compensation of the class in which he was serving, may be increased upon the recommendation of the deputy head approved by the Commission, but no such recommendation shall be approved unless it is accompanied by a statement of the deputy head supported by such evidence and records as the Commission may require, that the employee has rendered meritorious service and has increased his usefulness in the service. Such increase shall be to the next higher rate for the class. The new rate shall become effective at the next quarterly date after its approval by the Commission, that is to say, either the first day of January, April, July, or October. Provided, however, that no employee whose rate of compensation exceeds six hundred dollars per annum shall receive an increase under the provisions of this section more than once in each year."

It was suggested and approved by the other two Commissioners that this section as it stands at present provides that annual increases may be granted permanent employees upon the recommendation of the deputy head approved by the Commission. It is however, considered that the amount of checking and clerical work necessitated by the submission of such recommendations to the Commission is exorbitant, and it is accordingly recommended that an amendment be made so as to provide that annual increases may be granted by the

deputy head instead of by the Commission?—A. I think that would be a very satisfactory procedure; it would save a great deal of correspondence and clerical work.

Q. Section 42, clause (4), relative to the length of life of eligible lists; it has been suggested to provide for the limitation of the life of eligible lists when desirable. Section 42, cause (4), reads:—

> "The Commission shall designate the classes for which, having regard to the number and frequency of appointments, eligible lists shall always be maintained. For other classes examinations shall be held only when vacancies occur and no eligible list exists."

It was suggested to amend section 42 so as to provide for the limitation of the life of eligible lists when desirable. Are you in favour of that?—A. I am, but I think I should say to the Committee that this consideration should not be lost sight of; if you hold an examination and create an eligible list you get two sets of people on that list; you get first the man who has had overseas service, and who is entitled to first consideration; you get secondly, the civilian, some of whom may have taken higher marks than the returned man, but who must take a lower place on the list. Now, by terminating the life of these eligible lists as stated to times it might possibly be, you would cancel them before all the returned men had been assigned. Then when you have created another eligible list it will be again composed first of returned men, so that the civilian element would possibly rarely receive any assignment to the public service.

Q. You think the amendment is very favourable to returned men?—A. Yes, I think so; and I have every desire to protect the returned men; the Commission has done so up to the limit of its authority.

Q. Our suggestion in the amendment is that it was only dealing with the limitation where desirable?—A. Yes.

By Mr. Shaw:

Q. How would it be more favourable to the returned man than it is now? I do not understand?—A. You see, supposing we had an eligible list of clerks or stenographers, and the first twenty-five or thirty-five or forty on that list were composed of overseas men—

Q. But why would the shortening of the life of the eligible list make any difference?—A. You would never reach a civilian.

Q. You wont reach them now in any event?—A. We do when the life of the list is prolonged.

The CHAIRMAN: They eventually reach the civilian.

By Hon. Mr. Marcil:

Q. How long is the list good for now?—A. It is good until the Commission exhausts it, or cancels it; we have had some of them in existence since 1920.

By the Chairman:

Q. The objection is that a great many of the applicants have moved away? —A. Yes.

By Mr. Rinfret:

Q. You have the power to cancel them now when you like?—A. We have no statutory power; we have done that because we thought it was desirable to wipe out these lists; the old lists are a great embarrassment to the Commission, and extremely cumbersome.

By the Chairman:

Q. Section 42, clause (4), amend that so as to provide that the general examinations for lower grade and clerical classes shall be held to supply eligibles for a definite number of positions, based, upon the estimates of the departments as to their requirements?—A. That might be possible so far as the service at the seat of government is concerned, but when you take the service at large throughout the whole Dominion of Canada I am disposed to think you could not estimate in advance.

Q. Section 43, clause (3), amend that so as to define the length of residence required before a candidate can be regarded as a *bona fide* resident of the locality?—A. I think that is desirable. That is a legal question, and we are frequently involved in questions of dispute as to whether a person is what might be termed by the law a *bona fide* resident.

By Mr. Shaw:

Q. What do you suggest?—A. I had in mind myself one year's residence, but I am not putting it forward as a suggestion.

The CHAIRMAN: Dr. Roche said it was a question that would require some consideration he was in favour of having something settled on the point.

Mr. RINFRET: Did not Col. La Rochelle say a year?

The CHAIRMAN: I think so; I am not sure.

Q. Section 43, clause (3)—Dr. Roche made the statement that he thought you had power to not give Dominion wide publicity where you think it advisable, and it has been suggested that that section be amended so that it shall not be necessary to give Dominion wide publicity to competitions for appointments of a minor nature at Ottawa. Dr. Roche says he thought you had power already?—A. Yes, upon agreement between the department and the Commission; I think there should be an agreement as to that.

Q. Do you think it would be advisable to amend the section and to give you the power?—A. I think it would be better to do it. Of course in addition to that I might say that when we advertise positions sometimes with salaries of $1,500 or $1,800, positions at the seat of government, we receive applications from people from Vancouver to Halifax, and we have to hold examinations at fifteen or twenty centres. It takes a long time, and involves some cost, and I have been sometimes disposed to think that if we could, in filling these positions, which are not of very great importance, so to say, sweep the country so that for one position we would advertise we will say in the western provinces, for the next in the Province of Ontario and again for another in the Province of Quebec and the Maritime Provinces, we would save a large number of people interesting themselves in the examination, and entailing the expense and delay that is inevitable in holding examinations in such a large country as Canada. At the same time I think perhaps that the system would work out satisfactorily.

Q. Then section 45B, clause (2), it has been suggested that that be amended so as to enable permanent appointments at other than the minimum rate of salary in localities where the Commission finds the prevailing rate will not permit of appointments at the minimum?—A. Yes; I think that should be confined to isolated or remote points.

Q. I do not know that you could call points like Calgary, Edmonton and Vancouver remote points?—A. No, I do not.

Q. You run into a higher rate oftener in some of the western cities than in some of the eastern cities?—A. We had prior to classification a situation in this country which had developed in certain departments as to the matter of compensation. It created a very great deal of dissatisfaction in the service. The

postal officials, for instance, west of the lakes were I think allowed $100 or $200 higher classification than those in the east, and it was a constant source of irritation to their eastern brethren. I was a little afraid that this step would lead to some such condition. The slogan of the service is now equal pay for equal work, and we have been making an effort to give them that. If we begin to discriminate in favour or against certain localities we would probably have a certain amount of dissatisfaction.

Q. You are not in favour of amending that section?—A. I am disposed to do that for the unorganized territories. I think it would be very reasonable, but otherwise dubious.

Q. The amendment was only to give the Commission discretion, and if the amendment is only for that you then can follow out your own wishes on uniformity so far as possible. Then there is suggested an amendment to section 49 to provide suitable remuneration for private secretaries who are permanent members of the Civil Service?—A. Yes, I think the compensation of those who are in the service and taken by a minister as private secretary should be placed on a parity with those who are brought in by a minister.

By Mr. Shaw:

Q. Suppose the minister selects somebody as a private secretary who is already in the service; what do you want to do? Do you want to give him the same salary as one brought in?—A. Yes, I think that is fair.

Q. How do you mean by one brought in?—A. Under the old Civil Service Act the minister had a right to take any person in the public service and appoint him his private secretary, and he received a certain rate of compensation. When the minister went out that man was left there in the department carrying that rate of compensation, and it became more or less an embarrassment. When this Act was passed Parliament said "We are not going to allow any more of these private secretaries to be brought into the service and to retain this high rate of compensation; if a minister wants to bring a man in from outside who has the necessary qualifications, he can be appointed and we will fix the salary that has been fixed, but when the minister retires that man must retire from the service too, so that the service would not be filled up by a large number of ex-private secretaries carrying high salaries."

By Mr. Martell:

Q. There was also the possibility that a man might bring in a private secretary and keep him for a year and drop him on the service and bring another one in?—A. Yes, it is possible; in fact it occurred.

By the Chairman:

Q. As I understand it, this section is to cover the case of a private secretary who by being in the service of the minister for several years has lost all his statutory increases, and when he goes back in the service he would go back at the same salary when he went out?—A. Yes.

Q. And this amendment is to permit the Commission to provide suitable remuneration to protect him from that loss; that is the way I understood it from Dr. Roche's explanation?—A. There are the two types of individuals; one may be getting $2,400 in his department, he is a suitable man, and the minister makes him his private secretary. He gets in addition to that $600 and that makes him $3,000. The minister next door can go out of the service and get a man possessing the necessary qualifications, and he gets $3,300. There is a discrepancy at once, the man who is in the department and has had departmental training is being paid less than the man from outside.

By Mr. Rinfret:

Q. When the minister takes his private secretary in the service he creates a vacancy in the service. Who fills that vacancy while that man is acting as private secretary?—A. There is generally a promotion.

Q. What I mean to say is this, whether you promote or in the way you classify that, you have to appoint a new man to take the place of the man who has become private secretary?—A. That is filled by promotion now.

Q. You have put a new man in the position?—A. Yes.

Q. And when the minister retires that private secretary goes back in the service?—A. He can then be transferred to any branch in the service to any position for which he has the necessary qualifications.

Q. You have to make an adjustment there some way?—A. Yes; he is sometimes in the air for a little while.

Mr. LEWIS: Would it be at the same salary, $3,000, when he is transferred to another department?—A. Not now, that would be the effect perhaps of some amendment.

Q. He goes back at his old rate of salary where he left off?—A. Yes.

Q. And during that term he has been in office he has lost the statutory increases?—A. Yes. I think his situation should be redressed.

Mr. RINFRET: He loses $600 when he goes back in the service.

The CHAIRMAN: Yes.

Mr. RINFRET: He should have his statutory increases.

The CHAIRMAN: Dr. Roche and Col. La Rochelle both supported this amendment.

By Mr. Lewis:

Q. When a man is taken completely from the outside he gets $300 more, is that according to the law?—A. Yes, he may.

Mr. MARTELL: I do not think $3,300 is a very big salary for a minister's private secretary, because he is often as important a man as the minister in looking after appointments, and interviewing people. He has a lot of work to do; he has no hours practically.

By the Chairman:

Q. Section 28, clause (3)—there seems to be a difference of opinion on this. Section 28 (3) provides that an employee holding a permanent position that is to be abolished or which is no longer required, shall be laid off and his salary discontinued, but his name shall be placed in the order provided by the regulations of the Commission on the eligible list for the class of position from which he was laid off or for any other position for which he may have qualified. Strenuous objection has been taken to this clause on the ground that it invalidates the permanency of status which has long been regarded as one of the features of a Civil Service appointment. Another result is that the eligible lists of the Commission are being burdened with the names of many officers of the service well advanced in years who are being laid off, and who, under the provisions of the law as it now stands, can enter the service only in a junior capacity at salaries materially below those which they were receiving. Section 9 (4) provides for the retention of supernumeraries in their positions or in similar positions until they are placed in any vacancies that may occur, or until they are transferred to another portion of the civil service, or until they leave such service, and this is regarded as a preferable method of handling such cases. It has been suggested to repeal section 28 (3) dealing with the lay off of

employees and their re-listing for further employment, utilizing instead the provisions of section 9 (4), which provides for the establishment of supernumeraries to be absorbed into other positions in the service.—A. Well, Mr. Chairman, I have given some consideraton to that and I have a memorandum here, it is not very lengthy and it covers four points which I think are important. It deals with that very matter too, if I may be permitted to read it.

By the Chairman:

Q. We would like to hear that, because the point is not clear in my mind. —A. In my opinion, efficiency, economy, and reasonable contentment in the public service may be facilitated and brought about by four things.

The first is: a contributory superannuation act.

The second is the reorganization of all the departments of the public service.

Third, the right of appeal to a judicial court against under-classification.

And fourth is the disfranchisement of full time civil servants.

By Mr. Shaw:

Q. You suggest an appeal against under-classification. Do you suggest an appeal against over-classification?—A. Well of course the department always has that right.

Q. For instance it might be a very important question if an employee thinks that someone else has been improperly over-classified, surely you would give an appeal against over-classification too, would you not?—A. Well, I had not thought of doing that.

By the Chairman:

Q. You do not hear those complaints very much. My information is that the complaints are largely due to under-classification.—A. I can quite see that such a case might occur.

Now if I may elaborate on my first point a little I would say that a contributory superannuation Act is desirable. The details of this measure would of course have to be worked out by actuaries, it being a highly technical subject. The measure, however, should not in my opinion extend to other than full time employees in the civil service, and the sooner it becomes law the better.

Second: the reorganization of all the departments of the public service by the Civil Service Commission, without the intervention of foreign assistants, with a view to setting up an establishment suited to the requirements of each department. In order to make such action effective, the co-operation of the departments would be an absolute necessity. It would have to be understood at the outset, that the members of the service would be treated fairly, and not thrown ruthlessly out on the street. The employees would fall into three categories:

1. Those who were efficient, and whose time was fully occupied with their duties;

2. Those who were efficient, and yet who were supernumerary to the requirements of the departments.

Lists of these would be prepared under subsection 4 of section 9 of the Civil Service Act of 1918, as amended, and when vacancies were required to be filled in other departments, instead of appointing people from outside the service, the positions would be filled by the appointment of the most efficient of those on the supernumerary list.

3. Those who were ready for retirement under the Superannuation Act.

I may say that there are many who believe that the service to-day is considerably over-manned in certain departments, and that a proper reorganization would disclose a large number of supernumeraries. To attempt such reorganization, however, without a Superannuation Act, and ample assurance

that the employees who were found supernumerary would not be hurt, would in my opinion end in absolute failure. Not unnaturally the various chiefs of branches and heads of divisions would do their utmost to protect people who had rendered faithful service in the past and nothing short of absolute co-operation between the Civil Service Commission and the department could attain the object in view to effect a substantial saving of public money. It should be said in this connection that there is an annual wastage of about five per cent in most departments of the public service and eight per cent in the Post Office department. By following the course outlined it can be seen that over-manning the departments would in four or five years become a thing of the past. Incidentally I am of the opinion that many millions of dollars would be thereby saved yearly and the efficiency of the service increased.

Now at that point might I say that after three years of the operation of the Public Service Retirement Act, there are still in the service 900 persons who are over 65 years of age, and about 900 who are between 60 and 65 years, and many of whom are really ready for retirement. If it is possible, I think it would be extremely desirable that the Public Service Retirement Act should be extended for another year so that the service may gradually be cleared. I have here a short memorandum on the cost of the superannuation scheme under the Public Service Retirement Act, which I need not read, but will hand into the record.

The CHAIRMAN: We will take that up later.

By Mr. McBride:

Q. Would you be of the opinion that a person when he reaches the age of 65 should retire from the public service?—A. No, I have not said so, sir, but I think that 60 is the age limit in the British service. These I have given are merely statistical figures.

By Mr. Lewis:

Q. If you retire this number you speak of, 900, that would take away largely the over-manning that you suggest, would it not?—A. It would reduce the over-manning to some extent, yes.

By Mr. Chevrier:

Q. Would you not have to replace some of those 900?—A. I don't think you would have to replace them all. I think some would be replaced by a process of promotion in the service, and at the bottom you would take in a junior.

Q. I quite understand that you would not probably replace these at the salary they are going out, because you would probably have to promote others in their places.—A. Quite so, in some cases.

Q. But that would not be a fair test of the statement that at present there are 900 in the Service that constitute over-manning?—A. I do not say that all those positions, if they were vacated by these employees would be abolished. Some of them would be.

Q. The previous statement would lead one to believe that the 900 there would constitute over-manning, because they had reached the point where they should be retired because the law had said 65?—A. It was not my intention to convey any such idea.

Q. I did not gather that that would be your impression.—A. No.

By Hon. Mr. Marcil:

Q. Is that 900 spread over the whole Dominion?—A. The whole Dominion. There are 1,800 over the age of 60.

APPENDIX No. 5

The CHAIRMAN: We want to proceed with these suggested amendments. You have given your answer to section 28, clause (3), dealing with the lay-off. It has been suggested that we add an amendment to enable the promotion to a rural postmastership of the assistant postmaster, even though the latter has been employed and paid by the previous postmaster and not by the Government, provided he has been assistant postmaster for a reasonable length of time.

Mr. LEWIS: What length of time would you suggest? There should be some qualification, should there not?

The CHAIRMAN: I think if we get the idea of the Commissioner on the principle of the thing, these points could be taken up when we are making our report.

The WITNESS: Yes, I approve of that last suggestion very distinctly.

By the Chairman:

Q. It has been suggested that an amendment be added to provide for cases where rural post offices are placed on a city basis, so that the staffs of such offices may be granted civil service status on qualifying rather than competitive examinations, and without reference to the age limit?—A. I think that would be very desirable as well.

Q. Then as to supplying a copy of the report made under section 4B, chapter 12 of 8-9 Geo. V, which now reads as follows:—

> "Upon the request of the head of a department to investigate and report upon any matter relative to the department, its officers, clerks, and other employees"—that this be changed to read:—"And upon the request of the head of a department, or its officers, clerks and other employees, to investigate and report upon any matter relative to the department, its officers, clerks and other employees, and that a copy of every such report be forthwith supplied to the party making the request."

That is simply asking for a copy of the report?—A. Yes.

Q. Now, Mr. Jameson, we have had a good deal of time spent in consideration of the matter which forms the subject of my next question—but every time I come to this question I am sorry to say that Mr. Shaw has been away, although I think it would interest him.

Mr. SHAW: I had intended to go to another Committee, but I will remain.

By the Chairman:

Q. Do you think the establishment by the Commission of personnel boards would tend to remove some of the dissatisfaction that now exists among the employees with regard to classification and kindred matters affecting their welfare?—A. I would not go so far as to say it would quite eliminate dissatisfaction, because my experience on the board of hearing was that sometimes when decisions were adverse to those who appealed, they were not satisfactory to them; but I would say this, that I think service councils, that is to say people elected by the different services, who would be able to represent to the Commission the views of those services with regard to the various matters affecting them, would be extremely useful and very helpful both to the civil servants and the Commission as well.

Q. Did you not have the co-operation of a board from the engineering staff when you were making up engineering classifications?—A. Yes.

Q. You found that board was very helpful?—A. It was useful.

Q. For example, in looking over the classification, I find that the public service is divided into a number of groups; the scientific and engineering service, the professional service, the clerical service, the customs and post office

services. If these different services were represented by personnel boards which would meet regularly and consider such matters as classification, compensation, leave of absence, and kindred topics, and consult with the Commission from time to time, do you not think it would have the effect of reassuring the civil srvants that their interests were being safeguarded in this new form of administration of the public service.—A. Yes, I think the various services are entitled to have some direct contact by a representative body with the Civil Service Commission. These organizations which include different groups of civil servants, perhaps have not been altogether satisfactory, even to the service. If you have representatives appointed by the services themselves, they will understand their subject fully and be more satisfactory.

Q. And the board would represent a branch?—A. It would depend, I think, in some measure upon whether the branch was a distinct service, would it not?

Q. The engineering service gave you assistance, and you found it highly satisfactory?—A. Yes.

Q. In consultation on the question of their classification, and I believe you have a very good classification as a result of that?—A. Yes.

Q. Would it not be of a decided advantage to the Commission to have the views of the different services in such matters? I think you have answered that?—A. Yes, I think it would.

Q. These boards would be purely advisory. I think those are the only points that I wanted to check up with you, that I have taken up previously with the other Commissioners.—A. The third action which I think would tend to promote efficiency and reasonable contentment in the public service, would be the designation of a court, such as the Exchequer Court, as a Court of Appeal against under-classification. It is suggested that that should be changed to "Re-classification." I think it is immaterial. Should a person who was classified as a principal clerk claim that he was entitled to a classification as head clerk; or one who was classified as a junior engineer, claim that he was entitled to be classified as an assistant engineer, and so on and the Civil Service Commission did not agree with such classification, was deserving, the right of appeal would lie to this court. In order, however, to prevent such a court from being swamped with appeals of a purely frivolous or vexatious character, I think that the costs of the appeal should abide the event. Any person conscientiously believing that he had a legitimate grievance in the matter of classification would therefore have recourse to a judicial tribunal; while an employee nursing a mere imaginary grievance would be deterred from appealing if he knew the outcome would only mean payment of the costs of his appeal. The appeals against classification have already been reviewed by trial boards composed of fifty per cent representatives from the service itself and where a disagreement occurred they have again been reviewed by the board of hearing composed of eighty per cent representatives from the service itself, and further investigation is being held by the Commission into some cases of a peculiar or complex character which it is believed will lead to their satisfactory adjustment. It is my opinion that when these cases have been disposed of very few will remain in which any court would decide that the classification should be raised, for it has been the practice of the Civil Service Commission wherever there has been doubt as to an employee being entitled to a higher classifiication, to give the benefit of the doubt and the increased classification to the employee. An appeal might also be had to the judge of the county court in any case of proposed dismissal from the public service, for alleged cause. The public servant I think should receive a notice stating the ground upon which his dismissal is to proceed, and then before the Crown acts

he should have an opportunity of having his case investigated, if he likes, the merits of the case against him, heard and decided upon by a competent tribunal, and the county court judges I think would be very suitable in that regard.

By Hon. Mr. Marcil:

Q. That would mean the repeal of the present law by which Commissioners would be appointed to investigate such cases.—A. As a matter of fact, sir, the Commission has not had time, nor do I think it will ever have time to investigate cases of that character which might arise, for the reason that in a country as large and widespread as Canada, if there were any large number of dismissals, and the Commission were required to investigate them, they would be away from their offices a very great portion of the time.

Q. That is not what I meant. Under the statute a Commissioner may be appointed to investigate charges of any kind?—A. Yes, I remember that under the late Government.

Q. That statute was passed in 1917 or 1918 and is still in force?—A. Yes, I remember under the late Government a certain gentleman, I think at Windsor, Ontario,—either he or his solicitor—wrote down to the Civil Service Commission asking that his case should be investigated by the Commission, and my colleagues asked me if I would go up and hold the investigation. I said I would be very glad to do so if an order in council were passed investing me with the necessary authority, because I did not think that under the statute as it stood we had the necessary authority to go ahead. But no order in council was ever passed and the result was that I never investigated.

Q. I did not quite explain myself before; you know there is a law in force now by which if a charge is made against an official, the Governor in Council may appoint a Commissioner to investigate the charge. That law would have to be repealed if your suggestion was carried out?—A. Yes, possibly.

Mr. CHEVRIER: I can see Mr. Jameson's point, and I think I can see Mr. Marcil's as well; but I think the two are separate. I understand the case to which Mr. Jameson refers would be a case of dismissal by the Commission, and then the individual would have the right of appeal to the County Court Judge or some judge of the Crown; but in the case Mr. Marcil refers to, it is the appointment of a Commissioner to investigate charges of partisanship which employees may have rendered themselves liable to or may have been guilty of, so that the one would not fall under the other's jurisdiction. I would not think that would necessitate the repeal of the statute which allows the Government to appoint a Commissioner to investigate charges of partisanship.

Mr. RINFRET: I understood the Commission could not dismiss anyone.

The WITNESS: The right of dismissal resides in the Crown.

Mr. CHEVRIER: We used the word "dismissal" or any other grievance; that is what is meant by grievance. Any dissatisfaction that arises in the service after the Civil Service Commission has passed judgment, and if the civil servant is not satisfied with the judgment of the Civil Service Commission, that there ought to be some place where he could appeal. I think that is a wise move.

Hon. Mr. MARCIL: Appeal to the County Court?

Mr. CHEVRIER: Yes. In certain cases. Not in every case, because there might be floods.

The WITNESS: They would not appeal often, unless they had a sound case, because the costs would abide the event, and that would be a restraining factor. If a man knew he was really guilty of some misdemeanour, he would not place himself in the position of having a bill of costs to pay.

Mr. CHEVRIER: I would not go that far, of having a civil servant mulcted with the costs if he lost.

Mr. MCBRIDE: I certainly would.

The WITNESS: I do not see how you are going to protect the Court without that.

Mr. SHAW: You will never do that by assessing costs.

By Mr. Lewis:

Q. Would you suggest that for every dismissal, everyone should have the opportunity to go before a Court?—A. I think where a man is dismissed from the public service, if he has legitimate ground to believe that he has been prejudiced and unjustly treated, that before he is dismissed—because after the Crown has acted he has no right—he should have the right of an investigation by an independent tribunal.

Hon. Mr. MARCIL: Suppose the investigation is made by a Commissioner appointed by the Governor in Council, he would not know until the decision is rendered, and then he would have no recourse?—A. That is the difficulty under the present system. That is why I suggest this appeal to the County Court.

By Mr. Lewis:

Q. That is, if he is dismissed for cause, not cut out by reorganization?—A. Yes; if a man's position is abolished he has not the same grievance. If he is dismissed from the service for alleged improper conduct, or neglect of duty or disobedience.

Mr. CHEVRIER: How would this strike you: there was some evidence given about these Whitley councils and other councils. Supposing there was a council composed of representatives of the civil service, and representatives of the Government and in conjunction with the Civil Service Commission, and then for instance in the case of a promotion, one who thought he should have been promoted, was dissatisfied with the promotion that was made, and that the matter was referred to this council, and if the members of the council that represented the employee decided that the Commission was wise in making that selection, then the employee should have no appeal, because his own representatives have decided against him; if they decided that he had a proper grievance, whether it was for promotion or any grievance, then if they decided that he was right, he should have the right of appeal. To whom? Supposing you had a County Court judge or a Civil Service judge, it makes no difference to me—

The WITNESS: I think the Exchequer Court judge. That is a movable court.

Mr. CHEVRIER: Well, provided that the civil service had the right of appeal to somebody outside of the Civil Service Commission or outside of the deputy minister's jurisdiction, to my mind that would act as a sort of a safety valve and relieve a considerable amount of grievance that now exists in the civil service. I think there are the two factors.

The WITNESS: The fourth suggestion which I have is the disfranchisement of all full time civil servants. If Ottawa were created a federal district, the civil servant at the seat of Government and all other residents would thereby automatically be disfranchised. There may be obstacles in the way of the creation of a federal district where portions of two provinces would require to be included involve such problems as differences in school laws, regulation of the sale of spirits, and others, which would be difficult to harmonize.

By Mr. Rinfret:

Q. How do you explain that? You say portions of two provinces would be included; do you mean that you would include Hull in the federal district? —A. My understanding, sir, has been that those who have had in mind the laying out of a federal district here at Ottawa, have included in their plans the lands upon both sides of the Ottawa river.

Mr. PARENT: There are some benefits to be derived therefrom.

Mr. RINFRET: I do not see why Hull should be included, but anyway I was interested in the formation of a federal district.

The WITNESS: Well, as I have said there are differences in the laws of the two provinces which would be difficult to harmonize and the creation of a federal district therefore is likely to be postponed for some time. However, the number of civil servants outside Ottawa greatly exceeds those at the seat of Government, so the creation of a federal district would leave the question only partly solved. All judges are disfranchised automatically upon their being appointed to the various Courts of Justice throughout Canada, and the civil service could not be regarded as occupying a higher plane than the judiciary; therefore I do not think there would be any reasonable ground for complaint.

Hon. Mr. MARCIL: You think that is in the interest of the civil service then?—A. I certainly do sir, yes.

By Mr. Rinfret:

Q. I would like to make two remarks about that. The first is this: If you create a federal district you do not only disfranchise the civil servants but all the population inside that district. You agree to that?—A. Yes, on the Washington plan.

Q. The other remark is that if you create a federal district I do not see at all why you should go across the river.—A. It might possibly be that Parliament in its wisdom would decide to create a federal district located entirely in the province of Ontario.

Q. My reason for stating that is that in your project you point out objections that are not really objections to the principle of the project itself, but only in case you include the other side of the river?—A. Only, sir, the principle of the project as it has hitherto been planned. I have not given any great study to it, but my information is that the plans which have been prepared show, lying on both sides of the Ottawa river.

Q. What is the reason of that? Because so many civil servants would live on the other side of the river?—A. I do not know what the reason was.

Mr. CHEVRIER: No, it was because of the facilities of communication and laying out the landscape and taking in the improvement of the hills on the other side.

Mr. PARENT: And the fact that there are many civil servants living in Hull.

Mr. RINFRET: Yes, and others living in Ottawa and spending part of their life in Hull.

Mr. PARENT: I understand this project has been studied a good many years ago when prohibition did not come into the question at all. I think at that time Ottawa was just as wet as the other side of the river, and still the question was being discussed, so that the liquor question does not come very much into the discussion.

By Hon. Mr. Marcil:

Q. Are you familiar with the conditions in Washington as to disfranchisement?—A. I understand that in the Federal District of Columbia no person resid-

ing there has the right of franchise. A Judge of the Supreme Court, or any Court of the United States, who in any other part of the United States would have the right of franchise, unlike our judges, when he is in Washington, does not have that right; everyone there is disfranchised.

Q. Even people who are not in the civil service?—A. Yes.

By Mr. Lewis:

By Hon. Mr. Marcil:

Q. I understand that a civil servant in Washington, who has the right to vote in any other State, can go and vote.—A. Yes, it only relates to his franchise in the federal district.

The CHAIRMAN: Length of residence is considered by the American Act as six months in Washington and one year at other places.

By Mr. Rinfret:

Q. You could arrive at that in another way, by merely disfranchising the Civil Service?—A. Oh, yes.

Q. I suppose if you made the federal district too narrow, you may have this condition, that the civil servants who will want to vote will go and live just outside and come to Ottawa to work?—A. Yes, they might do that. I think this feature should be borne in mind; the civil service is the organized force of the Crown for the conduct of the public business. Parliament legislates and Ministers of the Crown lay down the policies of their various departments, but the application of those policies to the public affairs of the country is carried out by the civil service; Parliament may prorogue or be dissolved; the Government may resign the seals of office, and precipitate a general election, but the public affairs of the country are still carried on by that body of trained men and women who compose the civil service. Now, to my mind it is unseemly that a great body of people who are in the public service should project their tremendous influence into political contests.

By Mr. Chevrier:

Q. On the other hand, supposing they did, they are British subjects, they have the right to not only look to themselves but look to the greater national problems, and to my mind it would be a very serious mistake if the right to vote was taken away from them. It is not purely and simply an individual question, but it is a matter that affects the whole national life. You take away probably 60,000 votes. I do not agree with that.—A. I am only speaking of full time public employees. I think it would tend to eliminate partisanship from the public service, and would prevent employees from being accused of partisanship, and safeguard them in that way.

By Mr. Lewis:

Q. Would not your scheme also disfranchise the citizen of Ottawa?—A. There are two suggestions. The first one was advanced some years ago, that a federal district should be erected at Ottawa, and every person residing therein whether a public servant or a private citizen would, if the Washington plans were adopted, be automatically disfranchised.

Q. That is unthinkable.—A. I don't think it will occur for some time.

By Mr. Chevrier:

Q. And I think it is too great a price to pay for whatever advantages may result in a federal district to sacrifice the franchise.

By Mr. Garland:

Q. Would that citizen cease to pay taxes?—A. No, that has not been the experience in Washington. If I might say just one word in conclusion it is

this, that I think the success of the administration of the civil service law which Parliament in its wisdom has placed on the statute, which Parliament in its wisdom may vary or change or alter in some degree, depends upon the whole-hearted co-operation between the Civil Service Commission and the various departments; that is the keynote of success. So far as the Civil Service Commission is concerned, it is extremely anxious to co-operate in every way with the departments, from the deputy ministers down through the ranking officers, and with all with whom we come in contact. I think with co-operation, and given a little time it will be found that this Act and the classification which has been developed as the result of it will not prove unsatisfactory to the service as a whole.

Q. In holding examinations for the civil service you charge a certain amount for trying these examinations?—A. $2.

Q. Returned soldiers are exempt?—A. Yes.

Q. Does the Civil Service Commission ever hold examinations knowing there are no positions to fill?—A. We do for the creation of eligible lists, that is to say, we anticipate that through the course of a few weeks or months the public service will require the appointment of certain classes of people, so we hold in advance examinations in order that they may qualify and be ready to be assigned. In the old days before we got our machinery properly working it was a reproach on the part of the department that we were unable to supply their requirements promptly enough, but we are beginning to get away from that now by holding these examinations in advance and carrying a register of those who qualify.

Q. Have you any idea how many tried last year?—A. I have not the figures here, but I will be very glad to get them for the information of the Committee.

Q. You might get those and get the number of assigned positions you gave last year?—A. Do you mean those who applied for, say, special positions?

Q. No, everyone you got $2 from, that is to find the amount of money you collected on that examination?—A. Yes.

Q. Then I understand too, Mr. Jameson, for instance we will say in the Post Office department you may have, say five or six employees there on adding machines or something like that in a temporary position, they may be working three or four years; at the end of that time one of these positions becomes vacant, and it is advertised or filled by promotion through the service; the man who is on that machine, for instance, being temporary, has not got a chance to apply, in other words, someone else may come along and want that machine after he has done good work for three or four years; is that right?—A. It has been a principle adhered to that when promotions are to be made they should be open only to those who have permanency in the public service, because temporary employees under the Act as the Commission and departments were enabled to supply them according to the provisions of the Act were put on for what is known as temporary or passing stress of business, a peak so to speak, but that provision has been somewhat abused; a department instead of saying, Now, this is a permanent position, one of indeterminate duration, and saying we want some person appointed who has the necessary qualifications, will say, we want a temporary employee in this position; then the person goes there expecting perhaps to be there three months or six months, a year—

Q. In some cases three or four years?—A. He or she may be carried on for three or four years. If during that time they could take an examination and qualify of course they would be able to enter a competition, but I regret to say that a large number of people who secure temporary employment forget or neglect to avail themselves of the opportunity of qualifying by examination; so the situation to-day you have alluded to does arise.

Q. And still that employee might be doing excellent work?—A. Might be a very efficient employee.

By Mr. Shaw:

Q. I take it that you are whole-hearted in favour of the merit principle applied to appointments and promotions in the civil service?—A. Yes, I am.

Q. Do you favour in addition to that the organization of an independent body to apply that merit system?—A. I am afraid I do not quite follow you.

Q. Do you favour the organization of a body such as the Civil Service Commission for the purpose of applying that merit system to the service?—A. There is such a body in existence now.

Q. You are in favour of that principle, are you?—A. I am disposed to think that that is necessary.

Q. Are you doubtful about it at all?—A. No, I have no doubt that somebody must administer the Civil Service Act.

Q. You say it may be administered by an independent body, or it may be administered by a body that is not independent?—A. You mean an independent body?

Q. Yes?—A. I certainly do, the body administering the Civil Service Act should be absolutely independent.

Q. And responsible to Parliament?—A. Yes. Might I just say here that Sir Joseph Pope, a gentleman for whom I have the highest esteem, in his evidence said that the Civil Service Commission was an irresponsible body; I differ with Sir Joseph, although I do not wish to do it harshly, but I differ from him absolutely. We are in exactly the same position as the Auditor-General who is not responsible to any Minister, but is responsible, as we are responsible, to the high court of Parliament, and we are here to-day because we are responsible to Parliament.

Q. Would you agree with me that in order to work out an efficient Civil Service you must not only have an application of the merit principle, but in addition thereto you must have an independent body to administer that principle?—A. I agree with you entirely.

Q. One without the other is useless?—A. Absolutely.

Q. And a combination of both is absolutely useless?—A. Quite so.

Q. How long did you say you had been on the Civil Service Commission?—A. I was appointed in the autumn of 1917.

Q. During your work as a member of that Commission have you had any occasion to notice whether or not there is any overmanning in the service, in any branch of the service?—A. Of course the members of the Commission themselves do not enter the departments, but my information from our officers is to the effect that on a reorganization there could be a reduction in staff. As I pointed out before that could only be brought about by co-operation between the departmental branch heads and the Commission.

Q. Do you know whether or not there is any overlapping not only within the departments, but by one department over the work of another department?—A. I think it has been said here by some witness; I think some gentleman who represented an engineering service, or some technical service, said that there was overlapping.

Q. Mr. Cory thought there was?—A. Yes.

Q. And there are some other instances of it?—A. Yes.

Q. And it would not be an untrue statement to say that there is some evidence of overlapping in any event?—A. I believe that is generally conceded.

By Mr. Chevrier:

Q. To a very large extent?—A. I do not know to what extent it exists, because we up to the present time have not had the time or opportunity to study that question; we have just got through with the classification.

By Mr. Shaw:

Q. It is not part of your duty under the Act now?—A. Not unless we would be asked to undertake it.

Q. That is the point I am coming to; any department is at liberty now to ask the Civil Service Commission to come in and assist them in the reorganization of the department, is that right to go into a department for that purpose unless you are first invited by the officers in charge of that department?—A. Yes, we feel we would not get co-operation unless we were invited.

Q. Have you ever been invited?—A. Yes, we have in some departments.

Q. I think in one or two departments?—A. Yes.

Q. The Printing Bureau and the Militia department?—A. Yes.

Q. And I think from the report you read you were able to effect substantial economics and make the system in those departments somewhat more efficient?—A. Yes. I have some figures with regard to the Department of Public Printing and Stationery.

Q. I think we have already had them. Don't you think it would be desirable that the Commission should have the right, being an independent body, to go into a department and examine into it and make recommendations for its reorganization to prevent the overlapping and the overmanning of which you speak?—A. Well, as I said before, you will excuse me if I qualify my answer a little, as I said before no attempt to reorganize a department would in my judgment be successful unless you have the co-operation of the officers from the deputy minister down; I don't know whether we could secure that co-operation if we said we are going in willy-nilly whether you ask us or not, whether you want us or not, to reorganize your department. But I think if these suggestions which I advanced a few minutes ago were put into effect, the Superanuation Act, the fact that when reorganization took place nobody is going to be thrown on the street, that the service is going to be recruited in the future from the supernumeraries before we go outside, I think the department would be willing.

Q. As a matter of fact your Act has been in operation now for five years? —A. Yes.

Q. And you have only gone into two departments, the Militia department and the Printing Bureau?—A. Yes; but I must point out this in fairness to the Commission, that we have been tremendously busy in effecting classifications, in applying classifications and in transferring the service from the old to the new classification, and in hearing appeals; and we have just got through with those.

Q. But no department other than the ones you have mentioned have indicated to you their desire that you should step in and assist them in reorganization?—A. I have no recollection of any of them.

By Mr. Chevrier:

Q. If they had, would you have been in a position to comply with their request?—A. We would have been able to detach a part of our staff, but we could not have gone at it as thoroughly as from now on.

Q. You would not have been able to give your attention to it as you would have desired to give to it?—A. We have been tremendously busy.

Q. If some of these departments did not ask you to go in and to reorganize, is it not due to the fact that if they had asked you, with the greatest willingness on your part you could not have complied with their desires because you were busy with the reclassification, and it was useless to ask you for something which at that moment you could not do?—A. We could have used a part of our staff, but we could not have done it as completely and as carefully as we can from now on.

The CHAIRMAN: I have to object here, I have allowed you to ask questions while sitting, but Mr. Shaw really still has floor.

Mr. SHAW: I will stand.

Mr. CHEVRIER: If Mr. Shaw remains seated I will not ask any questions until he says he has finished. Mr. Shaw could say when he is through.

By Mr. Shaw:

Q. The situation is, if any department—of course I can understand Mr. Jameson, if all the departments at once asked for a reorganization you probably would not have been able to meet with that demand, but wherever they have asked you have always been able to give satisfactory service?—A. Yes.

Q. And could have given satisfactory service at any time if one or more departments had asked, that is not more than one at a time, had asked for the reorganization?—A. Yes; if they had asked one at a time we would have been able to carry it out.

Q. As a matter of fact there has not been the best co-operation possible between the Civil Service Commission and the departments, I mean every department?—A. Mr. Shaw, I may say this, that the deputy ministers have been tremeidously busy since 1918 over classification, and if at times they did feel a little irritated I sympathize with them fully, but I think the majority are willing to co-operate with the Commission. And I may say this, that if Parliament leaves that Act on the statute books, I believe from now on you will find there will be co-operation. There has been a sort of nebulous idea in the minds of some that some day this matter is going to be investigated, as it is being investigated now, and Parliament is going to say this Act was all a mistake.

Q. I want to be more definite than you are, not merely a mere pious wish or hope, but I want to make it absolutely certain there is going to be co-operation, and we are here for the purpose of compelling it if it can be compelled; what I want to know from you is, suppose we give your Commission the right to go into any department to reorganize it at any time the Commission thinks it desirable, don't you think that would be an advantageous thing and would secure the co-operation of the department, because they would realize you had the power to do it?—A. Of course it would enable us to go in, but I don't know whether it would secure the co-operation of the department. Co-operation in the sense which I said a while ago is essential in my judgment to making a satisfactory reorganization.

Q. The deputy minister has the power to go into any branch of his department?—A. Yes.

Q. And he does not ask anybody to co-operate with him; he insists on co-operation, does he not? If he does not, he should?—A. Of course I have never been a deputy minister, and I don't know how they administer the department, but I imagine they are the supreme authority under the minister.

Q. If Parliament were to invest the Civil Service Commission with the definite authority to go into any department and reorganize it either when called upon or when the Commission thinks desirable, then we can be sure that the Commission would give its best services looking towards reorganization to prevent the overlapping and the overmanning of which you have spoken?—A. Yes.

Q. Would you do your duty in that regard?—A. We would be very glad indeed to proceed along that line, and we are just now in a position where we will have time to do it, where our staff will be able to undertake work of that character.

Q. Just a question about one other matter, we spoke yesterday about this exemption, can you furnish us to-day with the further exemptions which you

propose or suggest should be granted?—A. No, I am sorry I could not; it would take some time and thought; when I spoke of exemptions I was merely trying to lay down what I regarded as a sound principle to get certain bench marks.

Q. Your bench mark is the control by the Commission of the appointments? —A. Yes.

Q. I want to ask you if you can control any appointment in the sense you refer to outside of Ottawa?—A. We can, where we hold written examinations.

Q. Applicable to the technical services?—A. Yes, I think we can.

Q. You do not hold a written examination always so far as they are concerned?—A. We have applications of the persons duly documented as to their education, their experience, their training, their qualifications, and all that sort of thing; there is really the basis for the determining of qualifications.

Q. You don't think you can apply that same principle and secure a basis for even the most humble position, whatever it may be?—A. In those cases, in my judgment as a result of my experience, an oral examination or an interview is absolutely necessary, because a person might make representations that he was an able bodied man if he were applying for a labourer's job or some kindred position, and if you did not see him he might happen to be not physically fit.

Q. Let me suggest this: the Government has a labour service throughout the country with offices at various central points?—A. Yes.

Q. That is a fact?—A. Yes.

Q. Suppose your Commission delegated to the chief officer or one of the officers of that organization at each of these places the authority of the Commission to select employees for certain purposes, and that official was sworn to faithfully perform the duties, don't you think that you could sufficiently perform that service, as for instance, a patronage committee or a defeated candidate, or a member of Parliament, or anybody else, and in that event there would be no question of political consideration entering into it?—A. Possibly that might be so, but on the other hand you see the Commission would be taking the responsibility of these appointments without in my judgment having adequate control, because I do not think positions of that character lend themselves to any examination or test adequate to determine the qualifications.

By the Chairman:

Q. May I interject a question; do you think the application of Mr. Shaw's suggestion would not tend to discriminate in favour of union men as against the ordinary citizen who is not a union man?—A. Well sir, I do not know to what extent the Department of Labour is associated with organized labour.

Hon. Mr. MARCIL: I want to understand the Chairman's ruling. Do I understand until Mr. Shaw has exhausted entirely his questions that we will not be allowed to ask any questions?

The CHAIRMAN: You may ask permission of Mr. Shaw who has the floor.

Hon. Mr. MARCIL: I do not want to sit here without being permitted to ask questions. I wanted to ask Mr. Jameson why he transfers to the Labour department duties that are now being performed by officials of the Government in the selection of lighthouse keepers, and so on? Why would not the lighthouse inspector of the district be as competent to act as representative of the Labour department; what is the difference? Would not the lighthouse inspector of the district be as competent as the representative of the Labour department?—A. That of course was Mr. Shaw's idea, and he was asking that question.

Q. You said it would be an advantage; where does the advantage come in? —A. I think I must have been misunderstood if I said that.

Q. I understood you said there was an advantage?—A. What I said was I thought there was no adequate test which could apply to certain classes which have been exempted from the operation.

Q. In the case of a lighthouse keeper the lighthouse inspector for the district ought to be the most competent man, he is a responsible individual, and knows the service thoroughly, and he should be able to inform the Commission better than any Labour department.

By Mr. Shaw:

Q. I was speaking to Mr. Jameson about the so-called labouring positions. With regard to a lighthouse keeper, the chief lighthouse man would be the man I would have appointed as the representative of the Commission in that locality.

Hon. Mr. MARCIL: In that locality there are no labour representatives. My constituency is 300 miles from Quebec, and they would have to go to Quebec to get a labour representative. The lighthouse inspector goes all over the work, and goes over the whole district several times a year.

Mr. SHAW: I have no objection to the lighthouse inspector; I was putting up a hypothetical case of where we were appointing to the so-called labour positions, not lighthouse keepers and things of that kind; if it were a question of a lighthouse keeper the very man the Civil Service Commission should employ would be the chief lighthouse man.

The CHAIRMAN: That is the man you do employ—

Hon. Mr. MARCIL: Where do you find a better man than the resident engineer who is in charge and responsible for the work to the department?

Mr. SHAW: I want him so far as appointments are concerned, to be responsible to the Civil Service Commission; I am not particular who the official is so long as he is responsible to the Commission so far as appointments are concerned.

Hon. Mr. MARCIL: I understand Mr. Jameson's view is the Commission has no control over these appointments now, because they have to accept the reports of these officials; there is no competition possible.

By Mr. Shaw:

Q. Just one question in connection with that; do you say there is no competition possible in connection with these various positions that have been exempted?—A. I don't think that any member of the Commission felt that it was possible to apply any proper system of test as a result of the competition.

Q. I mean the merit principle cannot be applied in any way to them?—A. That was our opinion.

Q. Although I notice that a number of the positions exempted are physicians and special classes?—A. I grant you that, and those positions caused us very great concern, but when it came down to a question of determining how, out of five or ten physicians resident in a certain locality, a man was to be selected as the physician for the Indian reserve, how he should be chosen, how his qualifications should be decided, it was extremely difficult. The qualifications of most physicians you see, following graduation, perhaps a few years' practice, is pretty much the same, and it is pretty difficult for us to work out any scheme or plan; it is a question of location, that is what we felt.

Mr. LEWIS: That is, the position has been abolished for physicians on an Indian reserve?

Mr. SHAW: Yes.

Mr. LEWIS: I received the other day letters advertising a position?—A. These are certain ones in certain localities.

Mr. SHAW: Oh, port physicians.

WITNESS: I might say in addition to that, the great majority of these people have been acting as part time employees for several years.

By Mr. Shaw:

Q. Do you know whether or not these so-called officials you speak about who have been acting part time employees, physicians, promptly lost their positions as soon as your order in council became effective?—A. I have only heard of one.

Q. But the question I want to come at is this: you say, I think you said yesterday that there is no method of selecting for the ordinary so-called labour position on merit which has been employed, either here or elsewhere, which can be employed either here or elsewhere?—A. I would not like to say it could not be employed here or elsewhere; I only said in my judgment and in the opinion of my colleagues it was not competent for us to devise any method which would be a guarantee that we were getting the best men of those who might apply for the position.

Q. Although you I think said yesterday that the appointments made by you prior to the exempting order in council so far as you are aware were satisfactory, although there was some delay occasioned?—A. I think some person asked me that question, and I said that one of the principal objections we met with was the tremendous delay that occurred; but of course if people are appointed to those positions, there is a certain amount of local gossip as to their having a pull and all that sort of thing which does not amount to anything. There always is a certain amount of local dissatisfaction when certain people are chosen. A Government cheque appears to be so much more satisfactory to some people than an ordinary cheque.

By Mr. Lewis:

Q. Why is it that you say you could not examine a plumber? If the city wanted one, they have a competent examination in regard to plumbers, and a plumber cannot do certain work in certain cities without having passed a necessary examination, and they can be put on the staff the same as an electrician or an electrician foreman. Surely there could be some means by which these men could be judged and examined?—A. They might; if we could have a portion of a building partially completed, with certain plumbing work to be carried out, it might be feasible to get a plumber in there and allow him to make a demonstration of skill.

Q. Not necessarily a demonstration of skill at all; in regard to sanitary engineering and plumbing it is quite necessary to have even a written examination?—A. I don't know that you could determine his skill as a craftsman as the result of a written examination. You might be able to obtain a good idea of his grasp of the theory but as to his ability as a craftsman I think you would have to have a demonstration of skill in soldering joints and laying pipe.

Q. In an examination with regard to a sanitary engineer, who is a plumber, he not only has to wipe joints, but to write a technical examination in regard to sanitary matters.

Mr. CHEVRIER: That is a sanitary engineer, not an ordinary plumber.

Mr. LEWIS: It could apply to an ordinary plumber. It is just as competent for a plumber to be examined as for an ordinary stenographer.

The WITNESS: No, I do not think that would be the same thing.

Mr. CHEVRIER: I would not place the plumber in the stenographer's class.

Mr. LEWIS: One takes about six months' work and the other seven years.

By Mr. Shaw:

Q. Did you put in Order in Council No. 3518 Mr. Jameson?—A. No, I have not sir.

Q. I wonder if we could have that?—A. I will see if I have it. I do not find it here but I have the report, which to council reads as follows:—

"To His Excellency the Governor General in Council:

"The undersigned has the honour to submit the following report from the Civil Service Commission:—

"As provided in section 38B of the Civil Service Act, 1918, as amended, the Civil Service Commission submits for the approval of His Excellency the Governor General in Council the following recommendation regarding the exemption of certain classes of employees from the operation of the Civil Service Act together with the procedure under which such classes are to be dealt with.

"It is recommended that the classes:

"Labourer—outside the City of Ottawa;

"Assistant labour foreman—outside the City of Ottawa;

"Labour foreman—outside the City of Ottawa;

"Charwoman—outside the City of Ottawa;

"Be exempted from the operation of the Civil Service Act.

"That the selection of the employees for the above classes be left entirely in the hands of the department.

"That the compensation be prevailing rates of pay as recommended by the department and approved by the Governor General in Council;

"And that the compensation carry no bonus.

"It has been the practice of the Commission in the interests of efficiency, to allow the departments local selection in the above classes owing to the difficulty of administering a satisfactory system of examinations or tests, and taking these facts into consideration, as well as the apparent feeling of Parliament that the above classes might be exempted from the operation of the Civil Service Act, it is the opinion of the Commissioners that the above changes might well be made in the public interest.

Respectfully submitted,

Secretary of State."

OTTAWA, Ontario,
September 14, 1921.

That is initialled by: "W. J. R." "C. J." and "M. G. L." It is also stated to be: "Entered in minutes 15/9/21."

Mr. SHAW: I suppose you will file a list of the proposed exempt classes, but I do not want to stop the Committee from getting that.

By the Chairman:

Q. I do not know that Mr. Jameson has his mind made up?—A. I have not got down to the matter of selecting classes; I was trying to reach the principle beyond which there could not be a question of encroachment on the principle of the Act.

Mr. SHAW: My suggestion in answer to that is that the principle if applied would eliminate everybody else outside of Ottawa from the civil service, and many of those inside of Ottawa. Better abolish the civil service altogether.

Mr. RINFRET: If that is so then you have your list.

Mr. SHAW: No, I want to know the interpretation of his own words.

The WITNESS: Well, sir, I really cannot consent to your proposition, or the proposal you make.

Mr. SHAW: It is not my proposal. It is what I suggest as your proposal.

The WITNESS: Then I say that it is your deduction that you have enunciated, not my proposal nor the principle which I lay down, which later would not involve separation from the jurisdiction of the Civil Service Commission of all outside of the City of Ottawa.

By the Chairman:

Q. Is it not so that you carried out the same principle when you refused to allow all the requests of the deputy ministers?—A. Yes.

Q. In your mind, you could apply competitive examination to the positions you refused, is that not so?—A. That is so, yes.

Q. Therefore the classes that you did exempt were the classes at that time applied for, that you thought competitive examination could not be applied for? —A. Yes. What was the date of that order in council?

Q. 21st September? You spoke of it.—A. All I have is the copy of the recommendation to Council of September 14, initialled by the three Commissioners, which I have filed.

By Mr. Shaw:

Q. Did the order in council as passed simply embody those recommendations?—A. Yes.

Q. Well, that is satisfactory. Have you got the other one of May 9th, 1922.?—A. Is it June, 1922?

Mr. SHAW: No, May 9th, 1922. Your order in council 1053 cancelled order 3518 of 21st February, 1921. Probably that is only the first recommendation, the one of May 9th, 1922.

Mr. CHEVRIER: There was an Order of May 9th, 1922.

Mr. SHAW: Is that a recommendation or is that the one on which the Privy Council refused to act?

Mr. CHEVRIER: This note is misleading because surely they did not cancel the order in council?

The WITNESS: Yes. You see this order in council of June, 1921, absorbed so to speak, the positions that were covered by the other orders in council. It was thought that it would be convenient to have them all under one order in council. That notation that you see on the side of the document you handed to me relates to those classes of positions which were included in the orders in council of 21st September, 1921, and May 9th, 1922.

By Mr. Shaw:

Q. That is what I want?—A. I will endeavour to get that. Have you the number of that Order of May 9th, 1921?

Mr. CHEVRIER: P.C. 23-1018.

By Mr. Chevrier:

Q. There is just one other thing I want to say. Section 9 of the present law reads in this way:

> "The Commission, as soon as may be practicable after the passing of this Act, shall, after consulting with the several deputy heads, the heads of branches and other chief officers, prepare plans for the organization of the inside and outside service in each department."

In view of the stipulation contained in this section, and in view of the law laid down there, has the Commission not got the authority to go into any department and to prepare plans for the organization of the inside and outside services with-

out waiting for the department to ask them to do it?—A. Well, the phraseology of that section is such that I am disposed to think we might be extremely unwelcome guests.

Q. That may very well be?—A. It might be that we would have the authority and that we could do it, although that is a legal question and I suppose only could be determined after we had been ejected.

Q. Did you get an interpretation from the Department of Justice on that section?—A. No, I think not.

Q. Let me put the situation in this way: if I gathered the intent of Mr. Shaw's argument it was that the departments should ask you to go in and to organize their departments. All I am concerned with is to get a clear expression of the law. So far as I can gather from this, the onus is on the Commission, as soon as shall be practicable after the passing of this Act; probably the time is not yet, in your estimation, when it has become practicable to do this, but when in the opinion of the Commissioners, the time arrives that it is practicable to do it, then has not the Commission got authority under this section to proceed with the organization?—A. Well, as I say there is a question involved there. I believe that Capt. Shaw is a barrister, and you yourself are a barrister, but I am disposed to think you differ about it.

Q. I have read the section carefully and I have given it considerable attention, and I am of the opinion that the Commission has the undoubted power, although it may be an unwelcome guest to go in and do that work, and that the onus is not on the department to ask the Commission, but the onus is on the Commission when it feels that the practicable time has arrived to do that work.

Hon. Mr. MARCIL: The clause means something or nothing. What is the intention of it?

The CHAIRMAN: I think it means exactly what Capt. Shaw is asking for.

Mr. SHAW: Mr. Foran is here and my impression from his evidence is that they had received an interpretation of that from the Department of Justice, but I may be wrong about it.

The CHAIRMAN: I have no objection to ask Mr. Foran. Mr. Foran, have you received an interpretation from the Department of Justice on section 9.

Mr. FORAN: No, I do not think so.

Mr. SHAW: Then I am mistaken.

The CHAIRMAN: I do not see how you can frame it in any other words to give the Commission the authority. In fact it is an instruction; the Commission shall prepare plans for the organization of the inside and outside services.

Mr. CHEVRIER: When it finds that it is practicable.

Mr. SHAW: Then with Mr. Jameson's realization of the law as it stands, I presume we may expect that the departments will be invaded immediately?

Mr. CHEVRIER: No, as soon as practicable after the passing of this Act.

The WITNESS: When we have time, sir, and if we get the co-operation of the department, that would facilitate very much the work of reorganization.

Mr. SHAW: My suggestion is, do not wait for it.

The CHAIRMAN: The point is that you can go and do it, and if you do not get the co-operation of the department, you can blame the department. Any other questions, or any other evidence to submit? Thank you, then, Mr. Jameson. Shall we hear Col. LaRochelle to-night?

Mr. SHAW: At eight o'clock?

The CHAIRMAN: Yes, eight o'clock.

Mr. SHAW: I would like to have Dr. Roche come back, and perhaps the secretary, Mr. Foran, could tell him. I want to find out from Dr. Roche, as I

intend to find out from Mr. LaRochelle, whether or not the limit has been reached in their opinion so far as exemptions are concerned. I think that is a matter of first importance.

The CHAIRMAN: I wonder if the evidence of Dr. Roche on that point is available.

Hon. Mr. MARCIL: It would be a risky thing to state what the conditions will be in six months or a year from now.

Mr. CHEVRIER: I do not think any man can.

Hon. Mr. MARCIL: Perhaps you had better have that clause struck out.

Mr. SHAW: I am quite willing to strike it out and say the limit has been reached now.

Hon. Mr. MARCIL: Then you will have no power.

Mr. SHAW: All right.

The CHAIRMAN: We had better refer to the Commission, if we are going to take their power away from them.

Mr. CHEVRIER: What is the reason? I have the greatest confidence that the Commission, when and as they feel that a position is beyond their control will release it, and I think it would be the greatest injustice to tie their hands when we know they are trying to do the best they can to carry out this Act. There has not been a tittle of evidence here to show that these men are not doing the very best they can under this cumbersome law.

Mr. SHAW: These gentlemen will not always be with us.

Mr. CHEVRIER: When they do change it will be time enough to complain.

Mr. SHAW: I do not propose, as far as I am concerned, to allow any body of men to imperil the merit system.

Mr. CHEVRIER: Then the conclusion I deduce from that is that you say the Civil Service Commission in an honest endeavour to carry out the law has imperilled the merit system?

Mr. SHAW: I do not say they have, but I say they may, if the exemptions are carried further. In my judgment the exemptions have been carried to the furthest limit that is consistent with the safety of the merit system.

Mr. CHEVRIER: The only judges of that are the Commissioners themselves.

Mr. SHAW: Well I have ventured my humble opinion.

Mr. CHEVRIER: I would not put myself against them on that score.

Hon. Mr. MARCIL: Eight o'clock to-night?

The CHAIRMAN: Yes. I will endeavour to find Dr. Roche's evidence on this point.

The Committee adjourned until 8 p.m.

Evening Sitting

FRIDAY, May 18, 8 p.m.

The Committee resumed at 8 p.m., Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: Colonel La Rochelle was to be here to-night. Do you happen to know, Doctor Roche, whether he will be here?

Dr. ROCHE: Mr. Foran called me up at 7 o'clock to say that the Colonel is not very well, and he said that unless it was absolutely necessary, and the Committee wished to ask him some more questions, Colonel La Rochelle did not care about appearing again. That is, I suppose, that of his own volition he would prefer not to appear again unless the Committee desired him to do so. Mr.

Foran said he would call him up. Colonel La Rochelle was indisposed this afternoon; I do not think he was at the Commission offices at all.

The CHAIRMAN: I think the clerk had better call him up and say that we would like him to appear again if he can. We will recall Doctor Roche.

Hon. W. J. ROCHE recalled and further examined.

The CHAIRMAN: I have a letter gentlemen, which I think probably had better be incorporated in the evidence. It is from Colonel Parkinson, Deputy Minister of the Department of Soldiers' Civil Re-establishment, relative to evidence on page 512 (439 in revised edition).

Letter is as follows:

"OTTAWA, May 17th, 1923.

"DEAR SIR,—I would refer you to page 512 (439 in revised edition) of the evidence submitted to your Committee, with particular reference to employment of amputation cases as operators of certain machines used in the department, and in this connection would quote from a memorandum submitted to me by the supervisor of this department as follows:—

'Regarding the inquiry made on page 512 (439 in revised edition) of the Report of the Special Committee of the Civil Service of Canada, I may state that it is not feasible or practical to employ amputation cases as operators for these machines.

'In the first place Hollerith cards are fed into the machines in lots of three to four hundred which must be so carefully squared in the Hopper that every card is even. This necessitates careful handling.

'Secondly, there are twelve separate bins, in which the sorted may fall, and the operator must check each group to see that the particular field of the cards being sorted is correct. This also requires evening up of the cards and accurate handling.

'Thirdly, the operator has to stand at the sorting machine, on a foot stool thirteen inches high, and continually get up and down while the machine is running, in order to keep up the supply of cards, and to see that the bins are kept clear as the sorting goes through.

'It is, therefore, unreasonable to expect an amputation case to handle this work, which requires both speed and delicacy in handling, and is a considerable strain on the physique of the individual.'

"I indicated in my evidence before your Committee, that the department at all times not only gave preference but demanded the employment of ex-soldiers in the various branches. This is borne out by the staff figures of the department, and while I gave approximate figures in submitting my evidence, I am now able to advise you officially as follows:—

'Male Staff of the department on December 31st, 1922, numbered 2,756.

'31 of this number were exempt or rejected for service.

'128 of this number were over-age or under-age, being mostly messenger boys.

'2,571 saw service in the Canadian or Allied Expeditionary Forces.

'The total of these three classes is 2,730 or 99.3 per cent.

"In other words, there is only .7 per cent of eligible civilians or 26 all told employed in the department out of a total staff of 2,756.

Yours sincerely,

(Sgd.) N. F. PARKINSON,
Deputy Minister."

APPENDIX No. 5

The CHAIRMAN: Doctor Roche, some members of the Committee wanted yourself and Colonel La Rochelle recalled to take up with you some points that have arisen from Mr. Jameson's evidence.

By Mr. Shaw:

Q. I only want to ask one or two questions with regard to exemptions. Doctor Roche, what is your idea as to the desirability of further exemptions from the operation of the Civil Service Act?—A. Well Mr. Shaw, of course I think that possibly from time to time our experience might lead us to the conclusion that there are some of those positions which entail a certain amount of delay and perhaps expense and are not easily susceptible of competitive examination, that might be found necessary to exempt. Personally, I feel at the present time, that we have fairly well exhausted the list; at the same time I would not say that there will not arise from time to time—

Q. Are you aware Doctor, of any positions which in your judgment should be exempted from the operation of the Act?—A. I had just one brought to my recollection by Mr. Chevrier the other night when he asked me why we exempted the electricians' helpers and would not exempt a watchman. I said that personally I thought the watchman was just as much entitled to go in that long list as many other positions, that is a night watchman's position. That is really the only one I have in mind at the present time that I feel—

Q. I gathered from what Mr Jameson said—I shall be corrected by members of the Committee if I am wrong—that in his judgment some classes of rural postmasters not now exempted should be exempted?—A. Well, I am surprised to hear that, because we had discussed at our formal Board meetings the exemption of other classes, and neither my colleagues nor myself ever expressed an inclination to exempt any more postmasters.

Mr. CHEVRIER: To be fair to Mr. Jameson, supposing the question was put in this way: "Suppose that Mr. Jameson had said." I cannot recollect that he said it in that way.

Mr. SHAW: I would not like to say that he said it in that way, but he made it perfectly clear to Mr. Lewis and myself that that is what he intended.

The CHAIRMAN: I did not hear that portion of the evidence.

Mr. LEWIS: After he had laid down a certain principle he said that any position you could not control should not be under the Civil Service Commission. I asked him in regard to the exemption of rural postmasters, and he said that that came under the same principle. A man was sent out to examine the credentials of the applicants, and all you had to do was to examine the credentials as they came into the department, and you made your decision accordingly. Therefore, under that consideration, the principle which he enunciated applied.

The CHAIRMAN: I do not think you are taking the right deduction from that, Mr. Lewis. I would like to get that evidence.

By Mr. Chevrier:

Q. Supposing we just say, "Supposing Mr Jameson said that," would you agree in that opinion?—A. No.

By Mr. Shaw:

Q. What occurred to me was this, Doctor Roche. Supposing the Act was amended so that hereafter it would lie with Parliament to carry out the recommendations of the Civil Service Commission in connection with further exemptions, any further possible exemptions, would that not be a satisfactory method and also furnish security that the merit principle will not be invaded, even

by the Civil Service Commissioners?—A. That is, instead of as it is at present having the Governor in Council approve, you would let Parliament approve?

Q. Yes?—A. Of course, it would be a great protection to the Civil Service Commission.

By Mr. Chevrier:

Q. Simply displacing the onus?—A. Where should it more properly be than on the representatives of the people?

Q. If that is so, why not give it to them now?—A. Because Parliament has not up to the present said so. You think Parliament would not wish to assume that?

Q. I do not say that, but you say why not place it on those who are responsible.—A. Personally, I have no objection to assuming the responsibility of recommending, where I think it is necessary, to the Governor in Council, but at the same time I think probably as far as public opinion is concerned, they would feel more secure by having Parliament deal with it than by having——

By the Chairman:

Q. Who do you mean by "they"?—A. The public generally, because we are under suspicion now by portions of the public.

Q. Do you think the public are very much interested in a $200 post office? —A. Possibly only that portion of the public who is desirous of getting it.

Q. Do you think the public are interested, or is it a few people who write newspaper articles calling themselves "The Civil Service Reform League"?— A. If you were in my place and getting all the correspondence we do, you would find that we are blamed for things for which we are not blameable, and I would like as much protection as possible, though, as I say, I am not at all averse to exercising the discretion that Parliament now imposes upon us.

By Mr. Lewis:

Q. Do you think it is right that the Civil Service Commission should have the authority or right to say who should be in the Service and who should be out of it?

The CHAIRMAN: Who should be under it and who should not?

By Mr. Lewis:

Q. Yes?—A. At the present time it is absolutely essential.

Q. Yes, but it seems to me it is giving too much discretion to the Civil Service Commission.

The CHAIRMAN: Mr. Lewis, is it not a question of judgment, not of discretion? The Act as it now reads is, that where the position is to be exempted, a deputy minister may appeal for exemption, but it is in the judgment of the Civil Service Commission whether or not they can administer it; so you are really deciding on the judgment of both the departments and the Commission themselves. If the departmental heads do not know about it, the members of Parliament do not know about it. If Doctor Roche and the deputy head of the department cannot decide that, we cannot.

Mr. SHAW: It will be our own fault; we should at least have the opportunity.

The CHAIRMAN: I do not see why you should have the opportunity; I do not want it and I say if this Commission administering the civil service and the departments cannot decide on such minor positions, I do not think we can.

APPENDIX No. 5

By Mr. Chevrier:

Q. Supposing you decide to exempt certain positions and then refer that to the Government, and the Government concurred in it; that would not advance the situation one step, only that it would ratify your decision. Supposing you recommended that certain positions be exempted, and supposing the Government said they did not consider it wise that it should be done, then who wins? There you are again. You have all the power, or you have not got it.—A. That is most improbable, I do not think you will see any Government reject any recommendation for exemption from the Civil Service Commission.

Q. Then it is all unnecessary procedure if it is just a question of ratifying what you do?—A. You think, then, the present method is preferable?

Q. It is up to you now, is it not?—A. I am not shirking it.

Mr. CHEVRIER: Neither do I shirk any responsibility that goes with my office, but where is the security in saying to the Government, "We, the Civil Service Commission to whom you have delegated all of your authority, in our wisdom decide this; we come now and ask you to ratify something which you have taken away from your own jurisdiction; you have given it to us, and now we come and ask you to ratify it." Parliament had exhausted its authority when it gave you the opportunity to do that.

Mr. SHAW: Let me make another suggestion. I have made one which I think is a good one, but I will make another. Suppose that no exemption order, no Privy Council order should be passed on the recommendation of the Commissioners, allowing further exemptions unless the recommendation of the Commissioners was unanimous; would that not be an additional safeguard?

Mr. CHEVRIER: Have they not all been unanimous?

Mr. SHAW: No, the last one here was not unanimous.

The CHAIRMAN: Yes, it was absolutely unanimous. I think the Doctor will tell you they all decided on the exemptions.

Mr. SHAW: I am talking about the recommendation, the recommendation was not unanimous.

The CHAIRMAN: I think the difference was in the method by which they should be exempted.

The WITNESS: Yes.

By Mr. Shaw:

Q. Then my suggestion is that the recommendations to the Privy Council should be unanimous. Would that not be a simple method of getting an additional safeguard?—A. It would, and perhaps now I may be quite frank with the Committee. I do not know whether I have misinterpreted the Civil Service Act or not, or the intention of Parliament. If, Mr. Shaw, it will be necessary in the future to have the three Commissioners sign the memo. to Council, and before the Privy Council shall favourably pass upon it, I wish to state right here and now that I wish to be convinced that I took the wrong action on 1053, otherwise I will have to take the same action in future cases. Now under that 1053, there were somewhere in the neighbourhood of 144 classes sent out for exemption on May 8th. It contained a provision in the regulations which stated that these positions shall be filled with regard—I am not quoting the exact words in reference to personal or political favouritism. That was in several previous orders in council under the old Government; under the present Government, all were accepted, no rejections were made in any instance. Now, when this went up to Council on May 8, it was returned—this is no secret, because it has been moved for in the House, the papers have been brought down and you have had them yourself, Mr. Shaw. On the margin of that

order in council which I have here, the original, there is written on it by the Clerk of the Privy Council, " Referred back to the Commission. The procedure on page 4 "—that is the page the regulations were on—" considered too cumbersome and unnecessary, and the last step would be worse than the first." Now, that being interpreted, meant that they did not care about that regulation. That was brought to our notice. When it came up in the formal board meeting, my colleagues—I give them credit for their own honest opinions—differed with me. I felt that we had put that in all previous regulations, and I did not see why we should suddenly find out by a sudden conversion that this is not workable, and therefore I refused to sign a memo. without that being in, and I did it because of this fact. If I am wrong I would ask this Committee to amend the Act by dropping out a few words, and then the meaning would be unmistakable. This is in Section 38 (B):

> " In any case where the Commission decides that it is not practicable nor in the public interest to apply this Act to any position or positions, the Commission may, with the approval of the Governor in Council, exclude such position or positions in whole or in part from the operation of the Act."

the next is the part I mean,

> " and make such regulations as are deemed advisable describing how such position or positions are to be dealt with."

Why did Parliament put those words in if they were not intended to protect the underlying principle of the Act, namely, to stop going back to patronage. That is the way I looked at it, and if I am wrong in that, this section should be amended by simply saying:

> " They shall recommend for the approval of the Governor in Council that such position or positions, in whole or in part should be exempted from the operations of the Act,"

and stop there. I interpret the following words,

> " and make such regulations,"

to impose upon the Commission a duty of exempting positions which were not capable of being filled, or not in the public interest. But at the same time we were to safeguard the principle underlying the Act, to see that these positions were not filled through patronage. I do not know whether my opinion harmonizes with that of the members of this Committee or not.

By Mr. Brown:

Q. That is, in the one breath they took the power of appointment away from you, and in the next breath continued it by implication?—A. Yes.

Mr. CHEVRIER: The Commission gave it to them.

Mr. SHAW: The exemption was to be subject to the regulations imposed by the Commission.

Mr. BROWN: Yes, and that really places it back under the control of the Commission.

By Mr. Chevrier:

Q. You are giving something, and putting strings to it. You are releasing something on conditions, but in the way you want to release them some one may say that you keep just as much hold on them after having released them as before you did release them.—A. No, we do not keep just as much hold, we simply ask the department to observe the conditions of the Act.

Mr. CHEVRIER: If I give you a property and say you can have it in this way, and no other way, you cannot deal with it, you cannot mortgage it, and you have not very much freedom with it; all you have to do is live under its roof.

By the Chairman:

Q. May I not put it to you this way? You are handing these positions back, because you find them difficult to fill and not subject to competitive examination?—A. Yes.

Q. That is why you wanted to be released from them, and in your opinion the departments could fill them better and more economically and in the interests of the public service and with less red tape. You know the manner in which the department would fill the position. The only method they have is to write to a member like Mr. McBride and ask him to find them a postmaster.

Mr. MCBRIDE: They would not get it.

The CHAIRMAN: The only method they have is to use their own machinery, which is their elected members, to suggest a name. Can the department fill any minor position without resorting to personal or political favouritism, if you like to call it that?

Mr. CHEVRIER: I say, Mr. Chairman, that you can fill positions without reference to that.

The CHAIRMAN: But you cannot take an oath that there is not personal favouritism.

Mr. CHEVRIER: I think Dr. Grisdale gave splendid evidence, and he said that for years and years the farm hands or some other section of his department had never been under the operation of the Civil Service law, and that he had never noticed that there was any political influence or patronage or favouritism of any kind in the selection of these farm hands or other employees. He has said that.

The WITNESS: It may have been true, in the Agricultural department.

By the Chairman:

Q. Where there is a foreman on the farm to hire the men?—A. Yes.

Mr. CHEVRIER: I will not subscribe to the idea that at no time can a position be filled otherwise than by undue influence, be it favouritism or friendship or political or religious or any other kind of influence. I believe that at the same time and very often these positions can be filled without these influences.

Mr. LEWIS: In the restrictions which were imposed on 1,053, say, was the soldiers' class one of them?

The CHAIRMAN: Yes, and it was accepted. There was just the one word that the Council was not prepared to accept, that there would be neither personal nor political favouritism. All the other restrictions were acceptable to the Council?

The WITNESS: Yes.

The CHAIRMAN: I look at that as I have indicated. Mr. Chevrier's case may be quite correct, and there may be hundreds of cases where a foreman is there to hire the men without thought of any patronage. But if the department wanted a rural postmaster for a small place where the remuneration was only $50 or $100 or $150, it is a difficult situation, because somebody has to secure a man. The difficulty is not the returned soldiers' preference; they would observe

that preference, but I do not care whether it is Mr. Garland or Mr. Marcil that was asked to do it, they would have to do some asking to find a man, and they would have to find somebody who was considered all right.

Mr. McBRIDE: If that were done in the constituency which I represent, I would just refer it to the Post Office inspector.

The CHAIRMAN: Quite so. Supposing they do ask a member?

Mr. McBRIDE: He has the privilege of refusing, has he not?

The CHAIRMAN: Yes.

The WITNESS: The postmasters you are speaking of were not included originally in this order in council 1053; they were included in the order in council of August 19, 1919.

By the Chairman:

Q. And they were accepted?—A. Yes.

Q. And this provision was included?—A. Yes.

Mr. SHAW: I think, as far as I am concerned, it would be an added protection and a very simple matter if any case of recommendation for exemption had to be a unanimous recommendation by the Commissioners.

The CHAIRMAN: That is a matter to be considered when we are considering the report.

Hon. Mr. MARCIL: You might as well insist on unanimity in Parliament or anywhere else. It is the majority that rules. One member of the Commission might hold up the work of the whole Commission. The exemptions may be in the public interest, and provided for in the Act of 1918.

Mr. SHAW: Parliament can, at any time, in the public interest—.

By Hon. Mr. Marcil:

Q. Dr. Roche, you are a strong upholder of the Commission, but still you have consented to these exemptions in the public interest?—A. Yes.

Q. Of course, the Governor in Council was free to accept your conditions or reject them?—A. Yes.

By Mr. Chevrier:

Q. When you exempted these of the 21st of September, 1921, you said there, or did you say that they were not to be subject to political, personal, and other influences, in those in 1921? Did you put that in?—A. In that order in council about labourers and so on?

Q. Yes.—A. That was the only order in council that I know of where any class was exempted, that did not have that provision.

Q. So when you exempted the labourers, assistant labour foremen, labour foremen, and charwomen, did that order in council contain the recommendation that the selection be made without reference to political or personal favouritism? —A. No.

Q. Well, that is one more that did not contain it. It is not only the order in council of 1922 that does not contain that clause, but the order in council of 1921 did not contain it?—A. The order in council of 1921 did not contain any of the regulations. It was an oversight. I made an inquiry into that about a month ago. I did not understand it. I did not know why any of those regulations had been omitted from the order in council. It must have been an oversight. I cannot explain it in any other way.

Q. Between the 1st of September, 1921, and the 6th of December, 1921, a large number of these positions were filled by the department, these exempted positions?—A. I suppose so.

Q. Are you aware that they were filled simply and solely with reference to political influence?—A. I could not say how any of them were filled.

Q. The other orders in council that contained that clause exempted, as you said the other night, probably 10,000 positions altogether?—A. Yes.

Q. That contained that injunction?—A. Yes.

Q. Do you know whether or not that injunction has been broken?—A. Well, I do not know. At least the Commission protected itself by including the regulation.

Q. That is what I wanted you to say, and that is as far as you can go, that by that regulation the Commission protected itself?—A. And we did our best to protect the underlying principle in the Act.

Q. You therefore left it in the hands of those to whom it went to be honest in filling the positions?—A. Certainly.

Q. In any regulations you might make, once you release positions from your control, you are no more responsible for the manner in which they are filled?—A. We are no more responsible then.

Q. No matter what injunctions you might place upon them, they may be broken?—A. They may be, we cannot tell.

Q. The more regulations you make the greater the chance there is of their being broken?—A. If you can convince your colleagues to that effect, you will follow out my suggestion and have the Act amended, taking away from us the task.

Q. The only thing I am concerned with is that the recommendations you make should be recommendations that will be followed out?—A. Yes.

By Mr. Lewis:

Q. If what Mr. Chevrier says is true, I do not think it is wise to exempt any more positions?—A. We must rely upon the departments living up to them. If they do not, they are responsible to Parliament.

By Mr. Chevrier:

Q. And let the regulations go on?—A. Yes.

Q. You do not mean to say that because the Civil Service Commission has said that they must observe it, that it will be observed by everybody?—A. Quite so.

Mr. SHAW: The law does not stop stealing. According to your argument, it would seem that you think there should be no Criminal Code.

Mr. CHEVRIER: That might be, considering the number of occasions on which it is broken.

By Mr. Chevrier:

Q. One moment. My idea of the Civil Service law is that this Act was framed—the 1908 Act—for the purpose of at all events making sure that all those who entered the service would enter by competitive examinations in order to ensure an efficient civil service. That was the underlying principle of the Civil Service Act?—A. Yes.

Q. Subsequent legislation was brought in after the outside service had been taken over, with a multitude of positions which never had been thought of, but forming part of the civil service later, such as these labouring classes this subsequent legislation allowed you to make these exemptions whenever you saw fit. Is not the whole idea of the Act simply this, that it is the spirit of competitive examinations?—A. It is the spirit of competition, yes.

Q. The other important factor that goes with it is that the Civil Service Commission must administer every position over which it can by its own officers effect control?—A. That is, we can utilize any of the officers in any other departments to act as our officers.

Q. That disposition in the Act is simply an artificial manner of employing somebody who does not belong to you and making him one of your officers for a particular purpose?—A. Yes.

Q. You can take an inspector of some department, and for that particular purpose make him your officer?—A. Yes.

Q. But there is no sanction attaching to his conduct; you rely upon his recommendation, and if he makes a dishonest recommendation you cannot punish him, you cannot dismiss him; is that right?—A. We can recommend whatever penalty we think wise, or we can bring his conduct to the attention of his own department for such treatment as is necessary.

Q. But you have no control over him?—A. We have this control; I am inclined to think that many of the post office inspectors would favour the Civil Service Commission before their own department. Some have so expressed themselves. They were circularized, with the consent of the department, and told that they should make their recommendations free from any personal or political influence, and they were aware of the fact that their own positions were jeopardized if they did otherwise.

Q. In the positions you have already released, some of the officers of the department you had taken in under the law and made your officers made recommendations, and you followed the recommendations of those officers. Take for instance the Public Works department, some of the officers that you had made your officers by virtue of this Act made recommendations for appointments to certain positions; the positions to which they made appointments have been released, and the same officials now are making recommendations for similar positions. You released the former ones because you thought you did not have sufficient control over them?—A. Not that entirely.

Q. Because it was impracticable to hold a demonstration of skill through those officers?—A. Not wholly that.

Q. What was it?—A. I gave my consent to the exemption of such positions, not because I felt that those positions were absolutely impracticable of any test or examination, because in many instances I admit you may be under a certain handicap, it would entail a certain amount of delay.

Q. But the same officers are working under the same handicap in other positions; probably the time has not yet come; it has not yet matured wherein you are exercising your judgment and discretion where these positions may be released; maybe the time will never arrive when they should be released. But those officers who exercised their control and jurisdiction in the former positions are still working on those positions that are not exempt?—A. Yes.

Q. If they had no control in the other ones, how have they in these?—A. So far as exemptions in some departments are concerned, Mr. Chevrier, we have exempted more than the deputies have asked for.

Q. Let us clear that point up for the moment, then. Am I right in stating that the Civil Service Commission—and this is my view—should look after every position where a competitive examination is possible; where you can have a competitive examination under the control of the Commission, by all means retain that position?—A. Do you mean unless we can control by our own officials in Ottawa that we should release them?

Q. I think you can through a *bona fide* officer of your Commission control those positions; if you can, then my stand is that you should keep control of them. When you cannot under your own control supervise these positions by competitive examinations, to justify any test, written or oral, where you cannot hold a *bona fide* competitive examination or exercise a direct control under your own hands, they should be released and sent back to the department, and let them work out their own salvation with the department?—A. That would release about one-half of the service.

Mr. SHAW: Everybody outside of Ottawa.

WITNESS: You could drive a coach and four through it, as I said at the time of the Spinney Bill.

By Mr. Chevrier:

Q. Suppose you wanted to appoint a head clerk?—A. That would be easy.

Q. You would hold a competitive examination?—A. Yes.

Q. A written examination?—A. Yes.

Q. In a case where you could have written examination, would that take in one-half of the service?—A. Those are clerical positions.

Q. Clerical positions starting from the moment a position becomes a clerical position?—A. I have always differed with you in your definition of a competitive examination.

Q. You would not have to differ with me if that had not been imposed upon you by the Act, where it says that it shall be any test, written or oral. I have never been able to understand how people distort it into making it any test, written or oral, for the purpose of entering into the Canadian service?—A. The wording of the Act might be improved, but the Commission has given a wide interpretation, and have looked upon it as a question of open competition as against individual selection, and open competition has been selected by the members of th Commission every time they possibly could do so.

By the Chairman:

Q. Let me ask a question at this point. Supposing a representative of a Department, who was acting as your representative, wanted to select a man for a position, and telephoned the member for the district, who was not a supporter of the Government, to know whether he had a good man in the riding who would be acceptable for the position. The Member said "Yes, I know a man who will suit the position", and the inspector came down and interviewed the man and he was appointed. Would you consider that that was free from personal or political influence?—A. No, I would not consider that it was free from personal or political influence in a case of that nature.

Q. What means would you have of finding out that that inspector was not free from personal or political influence?—A. You are now speaking about exempted positions?

Q. No, positions filled in the regular way by the Commission, but where you rely upon a departmental selection of a candidate suitable for the job with no written examination?—A. In the non-exempted positions, they are all advertised locally, and the representative of the department gives them an oral interview and advises them that he will be there to certify it.

Q. He calls up a candidate who is not a supporter of the Government and asks him to give his opinion?—A. That is beyond his bounds.

Q. Are you aware now that inspectors in some departments have been accused by their departments of wilfully using patronage against the Government, in appointments of that kind?—A. No, I am not personally aware of that, but I am aware of the reverse, where in one instance a post office inspector complained of being intimidated by a member of Parliament.

Q. You are aware of that case?—A. Yes.

Q. You admit there is a very serious doubt as to whether you get, even under a supposed competitive examination, impartiality in recommendations?—A. It is quite possible of being abused. We have to rely upon the integrity of

the officer. It could not go on for any length of time certainly without the people getting on to it.

By Mr. Shaw:

Q. What would the Commission do in such a case being brought to their attention; you would not employ the official any longer?—A. If he was allowing himself to be used as a tool by the politicians, we would have to take some steps.

By Mr. Chevrier:

Q. You could not fire him?—A. No, but I have every confidence in the heads of the departments not allowing things like that to go on.

By the Chairman:

Q. Have you had occasion to bring it to their attention?—A. I must pay tribute to the post office employees throughout the Dominion, to their untiring efforts to improve the service, and the best evidence of that is the almost entire absence of complaints.

By Mr. Chevrier:

Q. Do not limit it to postmasters; you should include the Public Works employees and others. Do you have complaints from those?—A. We have complaints on behalf of disappointed office seekers.

Q. But in those cases did you find that they had been guilty of partisanship?—A. No. I do not recollect anything like that.

Q. So that it does not apply only to the Post Office department?—A. No, it would apply equally to all.

By Mr. Lewis:

Q. He not only sends in one name, he sends in the ratings of all the applicants?—A. Yes, he sends in the ratings of the various applicants.

By the Chairman:

Q. And the recommendations are usually followed?—A. Yes.

By Hon. Mr. Marcil:

Q. The inspector practically makes the appointment?—A. No, I would not say that at all. We utilize the inspector's services, just as we would a member of our staff in the Hunter building. He makes the recommendation, but we have the final say.

Q. He says that a certain man is the best man for the position?—A. He has to say why and in what respect.

Q. He may make his rating very favourable, and it is hard for the Commission to tell?—A. In some instances we have referred it back for further information before we were satisfied.

Q. There is a risk in every case?—A. There is a risk in every case to a certain extent.

Q. Did you explain why you stopped at $200?—A. Yes, I explained that the other evening.

By Mr. Lewis:

Q. It was an arbitrary amount?—A. Yes.

By Mr. Chevrier:

Q. At $200 there is no competition, but at $201 there is competition?—A. We have more competition the higher the salaries are. That is natural.

APPENDIX No. 5

By Mr. Lewis:

Q. You have used your discretion where a person has recommended a civilian with high marks and when a returned soldier has been an applicant; even if he had the minimum, you have given the position to the returned soldier accordingly?—A. Yes.

Q. Using your discretion?—A. Yes, and in other cases where they have overlooked the disability section of the Act.

By the Chairman:

Q. Bear with me a moment while we consider the word "personal." Do you not think post office inspectors who visit localities regularly and become acquainted with the people of the localities more or less are very liable to be influenced by their personal feelings with regard to the men they appoint?—A. That is pretty hard to say. I have cases in mind, one in particular, where the personal opinion of the inspector in my view was right. It was my personal opinion, and it was the personal opinion of a good many people in the town. There was no justification for the returned man who was appointed any more than several other returned men. There was a personal feeling with regard to the matter, and the inspector I know used his personal feeling. It happened to be my personal feeling too, although it was not during this Government. I think he made a good appointment. The returned man was a good officer, but I am satisfied it was made on personal grounds, although it was a good appointment. It was the opposite political party; a Conservative Government was in power, while the returned soldier was of a Liberal family.

Q. But it was made on personal grounds?—A. You cannot have 100 per cent perfection in any of these cases. But I think such instances would be the minimum.

Q. I do not think so. I think there is the personal equation. You always find that on your advisory boards. The word "political" is something you are anxious to correct. The word "personal" seems to me to be a very hard word to get over; there is that restriction.—A. If you did not include the word "personal" and made it "through political influence" you would say the other was just as injurious, and you could bring just as much injury to the service.

Mr. SHAW: I suppose there is this too, that the word "personal" is designed to cover the question of personal relationship, and things of that kind.

By Mr. Shaw:

Q. I want to make a suggestion to you; I think I have made it before. Suppose the parties whom you nominate as your officers in the various districts were given a simple oath to properly and efficiently, without fear, favour or affection, perform their duties, do you not think that that would be advisable and that it would provide an additional safeguard?—A. It would.

Q. And it would be a good thing here?—A. Yes.

By Hon. Mr. Marcil:

Q. They are not sworn at present?—A. They are not sworn now, except that they take the general oath when they come into the service, to perform their duties well and faithfully, or whatever the language is.

Q. Have you ever considered the advisability of holding competitive examinations for lighthouse keepers in positions of $500 and $800?—A. We have discussed it at times. We do not care to introduce the United States principle of having written examinations as they have them now for all postmasters over $500. They all have written examinations to-day. They used to have a written examination for all over $180. Our minimum is $60. They fill all their postmastership up to $1,000 by competitive examinations of some kind,

and under $500 they do just the same as we do, and post office inspectors over $500 by means of a written examination.

Q. Does not the location of the applicant remain with the department?—A. That is one of the conditions of the application.

Q. He cannot take it with him beyond a certain point?—A. No; he must have a location suitable to the community as well as to the Post Office department.

By Mr. Chevrier:

Q. In other words, in the United States the department makes all appointments up to $500?—A. No, they are made the same way as we make them here.

Q. All over $500, they are written examinations?—A. Yes.

Q. It is easy to hold them in the States of Maine, Massachusetts, New York and Columbia, and these other states, and practically 99 per cent of the States of the Union, but would it be possible to hold a competitive examination for an office carrying $200 in Northern Ontario or in the Prairie Provinces?—A. You mean written?

Q. Yes?—A. No. That is the reason we do not adopt it.

Q. Why do you not follow out the spirit of the law and say that all postmasters will be appointed by the Civil Service Commission where a competitive examination, a written competitive examination is practicable. Then you are arguing on principle. Otherwise you are applying an arbitrary rule. On arbitrary rules you cannot get anywhere. I could agree with you if you said you would appoint all postmasters that can be appointed by written competitive examination, that they should be under the jurisdiction of the Civil Service Commission. If they are not, let the department make the selection.—A. That would mean if we insisted on an examination for the postmaster, how could we deny it to all other positions?

By the Chairman:

Q. I do not see why you should.—A. You would be in favour of written competitive examinations for a lighthouse keeper?

The CHAIRMAN: I would. I believe with Mr. McBride that a lighthouse-keeper should have a certain knowledge of navigation. Mr. McBride puts it that he should have at least a first-mate's papers. It is not a very difficult thing to use the facilities of the high school where four or five men could go to the high schools and take these written examinations for an hour. I believe honestly there are many classes of positions that would be improved by a competitive examination such as that.

Mr. MCBRIDE: I remember a case many years ago out on the west coast where there was a ship in distress. It was firing rockets, and after some time, when the examination was held, the lighthouse-keeper thought they were celebrating a Chinese New Year, when they were throwing out rockets in distress.

By Hon. Mr. Marcil:

Q. In all these small post offices, the postmaster does not give all of his time to the duties?—A. No.

Q. The wife and daughter is always appointed as assistant?—A. Not appointed.

Q. She is sworn in as assistant?—A. Yes.

Q. In my constituency the women do the work and the men draw the pay. I do not see the difference between the two getting $400, $500 or $600. They are all the same class, only one happens to be a little larger office, and he has a larger revenue, but the principle is the same.—A. I think the principle should guide us, that under $200 there would be very little competition, but over that, we have no dearth of applicants.

(Dr. W. J. Roche.)

Q. What other competition is applied?—A. Of course the inspector makes his visits. He receives the application on a regular form.

Q. These applicants are not sworn?—A. They fill out a sworn statement.

By Mr. Brown:

Q. In the higher paid post office, is there any attempt at having a written examination?—A. We have not any written examination except in the city offices, where they are civil servants.

Q. Take the smaller towns out in the Prairie Provinces?—A. There is no written examination.

By Mr. Chevrier:

Q. Supposing in Mr. Marcil's constituency, the post office carried $500 or $700; when the Post Office Department inspector goes down there, the Act says that the appointment must be made by examination and the Act defines examination, any test, written or oral. The inspector goes down and goes around the community and finds four or five people who have applied. He looks them over; he takes their sheets and gives them a rating, or takes their application. Then he makes a recommendation, and then that comes to the Commission to act or what? You make the appointment? That is the procedure that is followed, is it not?—A. Yes.

Q. Where is the test? Where is the competition or the examination?—A. You know that if a member of Parliament is solicited—

Q. I am not blaming you for following out the Act. There are numbers of definitions in the laws that are interpreted and followed out, and I know I have to practice according to the law; you have to administer the law as you find it on the statute book. But the law says the appointment must be made by examination. Then you go ahead and the law defines the examination, any test, written or oral. Where, then when you come back to the section that says " all appointments must be made by examination "—where in the case that I have cited is the examination?—A. The post office inspector may give them the written examination contemplated by the Act.

Q. Any applicants who are not located—the place is fixed by the department—it would be no use for a man in an adjoining village to apply?—A. No.

By the Chairman:

Q. If the inspector goes to a small village, is it not a fact that he must find a man with a store. You do not give the office to someone who cannot supply premises?—A. It resolves itself around the facility for acting as postmaster, and the inspector uses his best judgment as to the store that will best suit the community, bearing in mind the type of man who keeps the store and the recommendation, one of the two or three.

Q. There must be a storekeeper.—A. There is a good deal of rivalry between the storekeepers.

Q. The inspector has the selection from one, two or three store-keepers?—A. There are not infrequently cases where the community object to the post office being in any store. They want it in some private residence.

By Mr. Shaw:

Q. Supposing he has a report set by the inspector, he must set out the qualifications of these men for the position on a printed form?—A. Yes.

Mr. SHAW: Then he adds his recommendation as to which one he thinks best suited. I must say I cannot agree with Mr. Chevrier that there is no competition in these classes. It is selection by way of competition.

By Mr. Chevrier:

Q. Where is the competition, when he goes down and selects those people and asks them probably what party is in power to-day, and asks them what time of the day it is and what week it is and what is his age. He does not put him through his paces or make a serious examination. I have asked the examiners and it is in evidence here?—A. Have you seen the forms that the post office inspector has to send in?

By Mr. Shaw:

Q. Have you got some handy?—A. I do not know whether I have them with me or not.

Mr. CHEVRIER: I have put the same question to some of the examiners and I have the same answer you have given me, and the examiners have not shown me that these inspectors tried this man in arithmetic or history or grammar or spelling or anything else. There has been no competition except competition between three or four applicants to get the job.

Mr. BROWN: Each one of these applicants will have different qualifications.

Mr. CHEVRIER: That is what the Act means. That is the only competition I can see.

The WITNESS: I have a copy of the special positions which they fill in, as a result of the poster being put up, but I do not think I have a copy of the oral interview made by the inspector.

Mr. CHEVRIER: If they asked him who was the Governor-General of Canada or something of that kind, that might be some test.

Dr. ROCHE: Gentlemen, so far as the post office is concerned,—as I have told you I think the proof of the pudding is in the eating; we judge things by results and I do not know what possible method of appointment you can get that would give more satisfaction than the methods we have adopted, when we have less than one per cent of complaints. Now, there may be more of these complaints that we do not hear of, of a political nature, but I mean of the non-qualifications of the candidate appointed, and we have appointed about 5,000 postmasters.

Mr. CHEVRIER: That may be true, but I have never in my life in my line of conduct stood by arbitrary measures. When you get your feet down on principle you are on solid rock, otherwise arbitrary measures will lead you nowhere but into trouble.

By Mr. Garland:

Q. When the inspector from the post office goes through a locality for a postmaster, does he not get a recommendation from others outside the applicant?—A. Yes. If it is any community at all, he interviews business people.

Mr. CHEVRIER: That is not an examination.

The CHAIRMAN: He tries to make a popular appointment.

Mr. MCBRIDE: There have been 25 or 30 appointments made in the Kamloops constituency recently, and I have not heard one complaint about the appointments made during that time.

Hon. Mr. MARCIL: They do not complain to you. They complain to the Commission. The official of the Post Office department is sent down to make selections. Up to $200 his minister is competent to make the appointment, but if that appointment is over $200, they have to come to this Commission.

The CHAIRMAN: Has any member of the Committee anything further to ask Dr. Roche; if not, there is a motion to adjourn.

The Committee adjourned to meet at the call of the Chair.

FRIDAY, June 15, 1923.

The Special Committee on the Civil Service Act of Canada met at 11 a.m., Mr. Malcolm, the Chairman, presiding.

The CHAIRMAN: Before the Committee sits in camera, Mr. Jameson, Civil Service Commissioner, has some statements to present containing information which members of the Committee asked him to produce.

Mr. JAMESON: When I was giving evidence before this Committee some days ago certain members of the Committee requested information upon different points, which I promised to supply later. I now have the information required.

Mr. Martel enquired as to the average salary of civil servants in Ottawa and outside of Ottawa. The average annual salary of Federal civil servants computed on the basis of the pay roll for the month of December, 1921, was as follows:—

In Ottawa	
With Bonus	$1,488
Without Bonus	1,332
Outside of Ottawa	
With Bonus	$1,368
Without Bonus	1,188

This computation is based on the latest figures which the Civil Service Commission has regarding the salaries paid in all departments of the public service.

By Mr. Chevrier:

Q. The difference in salaries between the civil servants in Ottawa and those outside is not due to any discrimination between those outside of Ottawa and those in Ottawa; it is simply due to the fact, I suppose, that in Ottawa there are large numbers of positions of an administrative character, like that of deputy minister and other highly paid officials, which would increase the average?—A. Yes, it is due to that. I have also a schedule showing the salaries and average salaries paid by the different departments as of December, 1921. This supplements the particulars asked for by Mr. Martell. It gives the salaries and bonus in each department of permanent and temporary employees separately.

(*See* Appendix—Exhibits "O" and "O1."

By Mr. Drummond:

Q. Can you give us the total amount paid in salaries to Civil Servants for the whole of Canada?—A. I gave the Committee that information a few days ago as at December 31, 1921. It was roughly $53,000,000, and $5,000,000 bonus, making $58.000,000 in round numbers, per annum.

By the Chairman:

Q. In connection with that, you have not been able to get the information as to the two succeeding years?—A. No, the Commission has made an endeavour to secure that information from the departments, but has not secured it as yet. May I, just at this juncture, make this observation:

I think Section 44 of the Civil Service Act should be amended by the addition of a clause to the following effect: (3) "The deputy minister of each department shall, before the 1st day of March in each year transmit to the Civil Service Commission, a statement showing, (*a*) The number of permanent employees in the service of the department, as of 31st December previous. (*b*) The total amount of salaries paid for December previous. (*c*) The total amount of bonus (if any) paid for the same month, (*d*) The number of temporary employees in the service of the department as of 31st December previous. (*e*) The total amount of salaries paid for December. (*f*) The total amount of bonus (if any) paid for the same month. (*g*) The average salary (and bonus, if any), paid to; (*a*) permanent employees; (*b*) temporary employees, for the month of December previous. (*h*) The deputy ministers, in preparing such statements, shall distinguish between employees at the seat of Government, and those holding positions elsewhere.

The Civil Service Commission shall include such statement in its annual report to Parliament.

The deputy minister shall also furnish to the Commission such information as may from time to time be required in the public interest."

Parliament could then see by the annual report what the shrinkage or increase was in personnel and cost.

Q. That will give the information which will bring this up to date?—A. Yes, every year.

The Chairman of the Committee, Mr. Malcolm, asked for a statement showing the percentage of technical officers who had resigned from the service during the past few years.

Professor Jones of Washington, stated in an address delivered here recently, that from 40 to 50 per cent of the technical employees of the Civil Service of the United States of America, had annually, during the last few years, resigned to take employment with commercial firms, because of the higher rate of compensation which the latter paid.

In the Canadian service, the Department of Mines and the Survey Division of the Department of the Interior, I am informed, lost most heavily of late years, and the particulars which I now furnish are based upon the resignations of technical officers from the services named. (*See* Appendix—Exhibit "O2."

By Mr. Chevrier:

Q. Is there any reason that you know of, Mr. Jameson, why in 1921 it was 16 per cent—A. In 1920.

Q. In one Branch it was 16 per cent and then there was a sudden drop during the two or three succeeding years?—A. The exact figures as I have read them are year; 1920, 21 resignations from the Department of Mines, and 10 from the Topographical and Geodetic Surveys branches, Department of the Interior, which figure out at 16 per cent in the former, and 4 per cent in the latter. My information is that there was a great demand during the year 1920 all over the British Empire and in the United States of America for technical men of that character. For instance, there was a shortage of geologists, and a shortage of other experts and that caused a severe drain, comparatively speaking, upon the Canadian service. After that, there was

a slowing up. Great industrial concerns which had been very active during and after the war began to demobilize their staffs, and these highly specialized men were not required to the same extent. The average resignations in both these repartments for years 1920, 1921, 1922, was only 4·6 per cent.

Mr. Chevrier asked for a copy of the bonus regulations for the year 1923. These are in effect the regulations of 1922 as continued in force by P.C. 672, dated 19th April, 1923. They embody three orders in council, and cover seven typewritten pages. I am passing them into the record. (*See* Appendix—Exhibits " 03," " 04," " 05.")

Mr. JAMESON: Mr. Shaw requested a copy of P.C. 23-1018, dated 9th May, 1922, excluding from the operation of the Civil Service Act, the following classes of positions within the City of Ottawa, namely, labourer, assistant labour foreman, labour foreman, charwoman.

A copy of this order in council I now have for the records of the Committee. (*See* Appendix—Exhibit " 06 ").

Mr. JAMESON: I have here also a copy of the submission to Council signed by two of the Civil Service Commissioners, Colonel LaRochelle and myself, covering those classes of positions which were excluded from the operation of the Civil Service Act by P.C. 1053. It has not been previously put in the record, and I think it should go in. (*See* Appendix—Exhibit " 07.").

Mr. JAMESON: I have also a memorandum which at that time was attached to the file giving my reasons for signing that recommendation, and this, I think, should be before the Committee. The file came to me on the 10th June, 1922, with a memorandum from the Secretary which read as follows:

"Commissioner Jameson:

For Signature, please. The Chairman declines to sign this submission.

(Sgd.) WM. FORAN,
Secretary."

Then I put on the file the following memorandum:

"Honourable Dr. Roche, Chairman:

Re the attached statement:

"I understood your objection was as to its form rather than to the principle involved of the classes proposed to be excluded from the operation of the Civil Service Act.

"Would you, at your convenience, indicate your view in a memorandum which may be placed on the file.

(Sgd.) C. J.
Commissioner."

Ottawa, 10th June, 1922.

It came back with the following memorandum attached:

"I object to the omission of (*b*) of the former regulations which provide 'that the selection has been made without reference to personal or political considerations and strictly on the merit principle as between persons applying or available for the position.'

(Sgd.) W. J. R."

Thereupon I placed upon the file the following memorandum.

CIVIL SERVICE COMMISSION

Memorandum in re exemption of certain classes from the operation of the Civil Service Act.

Subsection 38B (1) of the Civil Service Amendment Act, (Chapter 22 Acts of 1921) reads as follows:—

"In any case where the Commission decides that it is not practicable nor in the public interest to apply this Act to any position or positions, the Commission may, with the approval of the Governor in Council, exclude such position or positions in whole or in part from the operation of the Act, and make such regulations as are deemed advisable prescribing how such position or positions are to be dealt with."

The Civil Service Commission has had before it a list of classes proposed to be excluded from the operation of the Act, under the above section, as well as certain regulations prescribing how such positions are to be dealt with, and a difference of opinion as to such regulations has arisen.

The undersigned was of the opinion at the time of the framing of the Civil Service Act 1918, and then so recommended, that the Act should not contemplate the filling by the Commission of minor positions in the public service, such as those in the attached schedule; but other counsels prevailed.

Experience in the operation of the Act, however, convinced all the members of the Commission that it is not practicable nor in the public interest to apply the Act to certain minor classes of positions;

I. Because it is not practicable to hold tests of a suitable nature to determine the persons most eligible for positions of such a character;

II. Because of tedious delays which are involved by such methods of filling such classes of positions;

III. Because the staff of the Commission would more profitably be occupied in dealing with the major appointments to the public service;

IV. Because of the expense involved in the application of the Civil Service Act to such classes of positions.

The members of the Commission are agreed as to the following regulations to be submitted to the Governor General in Council respecting the filling of the classes or positions excluded from the operation of the Civil Service Act, namely:

(1) That the selection of employees for the different classes be left entirely in the hands of the departments, subject to the following conditions:

(a) That the appointment is necessary for the efficient carrying on of the work of the department.

(b) That the preference extended by the Civil Service Act for military service be observed.

(c) That the person selected satisfy the department as to his qualifications.

(d) That he is suitable as to age, character and habits.

(2) That the compensation be as provided in the classification schedules, and that where "prevailing rates" are provided as the compensation for the class, or where no class schedule exists, rates of pay be such as are recommended by the departments and approved by the Governor General in Council, and that the compensation in these cases, carry no bonus.

APPENDIX No. 5

The Chairman of the Commission is of the opinion that the following regulation should be added:

(3) "That the selection be made without reference to personal or political considerations and strictly on the merit principle as persons applying or available for the position."

A provision in precisely similar terms to clause (3) was embodied in the regulations authorized by P.C. 1694 (dated August 14th, 1919) which excluded from the operation of the Civil Service Act, positions, the annual compensation of which did not exceed $200. The regulation, however, has been declared by certain of the departments to be quite unsuited to the requirements of the public service, for the reason that it entails a test of the qualifications and fitness of all *"persons applying or available for the position"* before an appointment can be made.

In the proposed submission to Council, the Civil Service Commission expressly declares that it is not practicable to prescribe a system of competitive examinations or tests for making appointments to such positions as those set out in the schedule.

For the Commission to require of the departments that they should apply the competitive system in making such appointments and at the same time declare that the Commission itself has found such to be impracticable, would seem to be unreasonable. It would moreover involve the setting up in each department of a miniature Civil Service Commission, resulting in additional expense and duplication of activities.

If to exempt any positions from the operation of the Civil Service Act involves such proceeding, then in the opinion of the undersigned, no such exemption should be made. But I do not think that the Act contemplates that the competitive system of appointment should, in such cases, be transferred from the Commission to the departments, nor that it should be aplied at all in appointment to classes of positions exempted on the ground that such is impracticable. I cannot reach the conclusion that the Commission could properly prescribe any regulation to be observed by the departments, the application of which to the classes of positions concerned has already been found to be impracticable by the Commission, itself, after an experience of almost four years.

(Sgd.) C. Jameson,
Commissioner.

Ottawa, June 12th, 1922.

Mr. JAMESON: Since the passing of P.C. 1053, it has been amended by the addition of certain other positions, and I find that in every instance, except one, the additional positions were excluded with the concurrence of the Chairman, whose signature appears on the submission to Council. I have a lit of these additional exempted positions here, showing the dates of the recommendation to Council, the signature of the Commissioners in each case attached thereto, and the position proposed for exclusion. This has been prepared by ar officer of the Statistical and Correspondence branch of the Civil Service Commission.

"AMENDMENTS AND PROPOSED AMENDMENTS TO THE ORDER IN COUNCIL OF THE 29TH JUNE, 1922, P. C. 1053

(Showing by which Commissioners approved).

Amendments

Signatures on File	Position	Order in Council
W. J. Roche C. J. (56-1-H)	Physicians, performing the duties of Port Physicians at the following points in Nova Scotia; Cheticamp, Louisburg, Lunenburg, Sydney and Middleton—Department of Health.	27-10-22 P. C. 2241
	Fireman.	
C. Jameson M. G. LaRochelle (PW-AR3-873)	Fireman's Helper. Fireman Labourer.	22-12-22 P. C. 2633

Proposed Amendments

(Reports submitted to Council).

		Report to Council
W. J. Roche C. Jameson (56-1-H)	Physician, performing the duties of Port Physician at Freeport, N.S.—Department of Health.	26-4-23
W. J. R. C. J. (56-1-H)	In addition to the above, the Department of Health has requested that the Civil Service Commission take the necessary steps to have Order in Council P. C. 1053 amended by adding to it Port Physicians at the following points: Margaree, N.S. Port Alfred, P.Q. Ladysmith, B.C. Chemainus, B.C.	

(Letter 11-5-23).

(Sgd.) R. P.

C. S. C.

Stationery and Correspondence,
23-5-23."

By Hon. Mr. Marcil:

Q. Are these port physicians paid salaries or fees?—A. They are paid salaries.

By the Chairman:

Q. Probably in most of those places there would be only one physician in the town?—A. In some places; but there are usually other physicians near at hand. I think that in most places there would be more than one.

APPENDIX No. 5

By Hon. Mr. Marcil:

Q. Are not some of these physicians paid fees?—A. Not those; they are paid salaries.

Q. In my constituency they are all paid fees; they are not paid salaries.—A. The Department of Health—I am speaking now from memory as I have not seen the files for some time—the Department of Health I believe pays salaries in most cases. The doctors used to be paid fees under I think, some provision of the Department of Marine with respect to the care of sick seamen; even then some at one time received fees, others salary.

By the Chairman:

Q. As to firemen, let me ask a question. To get a job as fireman, a man has to have the necessary qualifications, has he not? In Ontario, we have a regulation regarding engineers, and I was wondering if there was corresponding regulations with regard to those in charge of steam boilers and engines in that part of the country?—A. You mean in Nova Scotia?

Q. Yes, have they provincial regulations?—A. I cannot say definitely, but I imagine they have; that is so with regard to engineers.

By Hon. Mr. Marcil:

Q. Those appointments would be subject to provincial regulations?—A. Yes.

Hon. Mr. MARCIL: You cannot appoint a fireman if he has a provincial certificate? He has to have it anyway.

Mr. JAMESON: It will be observed that while the Chairman of the Commission dissented from the regulations contained in P.C. 1053, at the time it was submitted to Council, June 1922, because of the omission of old regulation "B", he has since approved of these additions to the positions exempted under that order in council, without raising any question as to the lack of regulation "B".

By Mr. Shaw:

Q. What is the object of this evidence, Mr. Jameson?—A. Well, Captain Shaw, unfortunately I think there has been a slight amount of misapprehension with regard to the reason—

Q. Your evidence is designed with the view of showing that while Dr. Roche dissented, he subsequently ratified it?—A. That is it.

Q. What advantage would it be to the Committee to know that?—A. It would perhaps be of no advantage to the Committee, but I think it is only fair to the Commissioners who signed that submission to Council that they should not be unfairly criticized as having done something that was not in the public interest.

Q. Whether one signed or all signed, if it is an action deserving of criticism, then they are all deserving of criticism?—A. Quite so.

Q. Do I understand that the Commission have come to the conclusion that they cannot determine the qualifications of a port physician?—A. We thought it better to exclude them.

By Mr. Chevrier:

Q. They are not full time employees?—A. No, part time.

By Hon. Mr. Marcil:

Q. The port physician must be a medical man?—A. Oh, yes.

Q. In the Indian department they accept a certificate of the university when the man has a medical certificate; he is appointed on that certificate, and no other examination is required. Does the same thing not apply to a port physician? Do you examine him as to whether he is qualified as a doctor?

Mr. SHAW: The point is to ascertain as between a group of individuals who is best qualified for the position. They all have a minimum qualification.

Hon. Mr. MARCIL: They are all qualified to practice medicine.

Mr. SHAW: They would be necessarily.

Mr. JAMESON: Mr. Garland asked for a statement of the number of candidates writing at regular examinations during the last year, the fees paid by them, and the number of successful candidates appointed. As the Committee is aware, no examination fees are paid by those condidates who have had military service overseas in the late war. I have the statement here. (*See* Appendix—Exhibits " P," " P1.").

Mr. JAMESON: That, I think, is all the information I was asked to furnish.

By the Chairman:

Q. May I ask your opinion upon a complaint which I received the other day. Some men in Ottawa complain that certain civil servants in Ottawa take their holidays during the annual race meet at Connaught Park and accept positions at the race track getting special pay in addition to their statutory pay. Do you know to what extent that practice exists?—A. No, sir, I did not know it existed at all until I saw some letters in the newspapers a few days ago.

The CHAIRMAN: I had a letter of complaint sent to me through the Minister of Labour.

By Hon. Mr. Marcil:

Q. Is there anything in your regulations to prevent civil servants from doing something else while on holidays?—A. I have not the regulations before me.

By the Chairman:

Q. You do not know anything about the extent of that practice?—A. No, sir.

By Mr. Chevrier:

Q. There is nothing in the regulations to prevent civil servants, during holidays, engaging in any work that they feel inclined to do?—A. Not that I am aware of. I have not the regulations here.

The CHAIRMAN: The Clerk informs me that the same complaint has been made in regard to the annual exhibition in Ottawa.

By Mr. Shaw:

Q. Should there be any regulation to prevent men from working during their vacation?—A. I really think it would be a hardship to impose such a restriction. Some people in the public service get small salaries, and if they are active enough and energetic enough to seek and get employment during their holidays, and are qualified to perform it, I think it would be a hardship to prevent them.

Mr. CHEVRIER: Where they are not interfering with their civil service duties, I think that any man can engage in any kind of work he chooses.

By Hon. Mr. Marcil:

Q. Can they pick up any employment outside of the vacations?—A. That question was just asked me. Speaking from memory, there is nothing in the regulations or in the Act which prevents it.

Mr. LEWIS: Would that not defeat the object of giving them a holiday? They are given a holiday to keep them fit, and there is no value to their holiday if they do other work.

Mr. SHAW: I think there are enough regulations without imposing this unnecessary one.

Mr. JAMESON: I think it would be a pretty severe restriction; sometimes a change of occupation is healthful.

Mr. JAMESON retired.

The Committee then went into executive session.

APPENDIX

Exhibits comprising Statements, Statistics, Etc., Ordered Printed as an Appendix to the Evidence Given before the Committee.

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EXHIBIT A

LIST OF CLASSES OF POSITIONS RECOMMENDED FOR EXEMPTION FROM THE OPERATION OF THE CIVIL SERVICE ACT BY THE VARIOUS DEPARTMENTS

(Submitted by Mr. William Foran)

DEPARTMENT.	CLASSES.
Air Board	Nil.
Auditor General's Office	Nil.
Agriculture	Technical Positions: "The Department to have the power to look over the field, approach likely candidates, select the most suitable and offer him the appointment, such appointment to receive the approval of the Civil Service Commission." District Livestock Promoter. Stockyard Agent. Labourer. Gardener. Herdsman. Farm Foreman. Beekeeper. Head Gardener. Head Poultryman. Head Herdsman. Dairyman. Poultryman.
Customs	No recommendation received.
External Affairs	All positions in The High Commissioner's Office, London, England. The Paris Agency Office. The Washington Office.
Archives	Nil.
Finance	All appointments to Currency Branch and Assistant Receiver Generals' Offices. This includes positions in following classes:— Departmental Accountant, Grade 5. Departmental Accountant, Grade 2. Senior Account Clerk. Senior Clerk. Clerk. Clerk-bookkeeper. File Clerk. Clerk-Stenographer. Junior Clerk-Stenographer. Junior Clerk. Junior Clerk Typist. Office Boy. Junior Currency Clerk. Messenger Clerk. Assistant Receiver General. Principal Currency Teller. Senior Currency Teller. Currency Teller.
Health	Medical Officer, Grades 1, 2 and 3. Port Physicians. Higher Technical and scientific positions including:— Chief Analyst, and Chief, Division of Research. Interpreter. All positions at isolated stations, this includes:— Public Building Engineer Caretaker. Stationary Engineer Heating, Grades 1 and 2. Plumber. Carpenter.

Department	Classes
Governor General's Office	Orderly.
Indian Affairs	Dispenser. Indian Farming Instructor (to be exempt from competition). Graduate Nurse. Assistant Graduate Nurse. Teacher, Indian School. Field Matron and Assistant Field Matron. Seasonal positions of Doctors and Clerks for Treaty Payments. Head Stockman. Stockman. All positions on Indian Reserves when filled by Indians. This includes positions in the following classes:— Interpreter. Constable. Assistant Stockman. Assistant Farmer. Labourer. Teamster. Mail Carrier. Hospital Orderly. Laundress. Cook. Housemaid. Assistant Matron. Assistant Nurse. Seamstress.
Immigration and Colonization	Customs Officers acting as Immigration Inspectors. Packer and Helper. Immigration Guard. Hospital Guard. Housemaid. Cook.
Interior	All positions of an administrative, professional, technical or altogether special nature. Those administrative positions at Ottawa having a minimum salary of $3,000 and those outside Ottawa having a minimum of $2,000. Positions of an altogether special nature, including:— Homestead Appraiser. Ranch Appraiser. And any positions where extended experience is required. Those at Ottawa having a minimum salary of $2,400 and those outside Ottawa $1,200. All seasonal positions. Labourer. Labour Foreman. All positions outside Canada. Positions in the North West Territories organization.
Justice	Positions of officers belonging to the learned professions or professing a knowledge of some department of learning, art or science, when selected for the discharge of duties which require the practice of their profession or the application or exercise of their professional, technical or scientific knowledge. Heads of recognized departmental branches. Wardens and disciplinary officers of the Penitentiaries Branch. Two positions of Confidential Messenger in the Minister's Office.
House of Commons	No recommendation received.
Insurance	Nil.

APPENDIX No. 5

Department	Classes
Labour	Positions relating to the adjustment of labour disputes and involving the relations between employers and workers. These positions are classified. Wage Investigator and Mediator. Junior Wage Investigator and Mediator. Correspondent to the *Labour Gazette*.
Library of Parliament	Nil.
Militia and Defence	Artisans and Labourers. Positions in the Dominion Arsenals, except the administrative staffs. This includes:— Gatemen. Messengers. Watchmen. Operatives (male and female). Overlookers. Skilled Labourers including,— Blacksmith. Carpenter. Fireman. Tinsmith. Toolmaker. Packer, Solderer, Examiner } Branch of the Inspector of Ammunition. Fire Ranger, Cleaner and Helper.
Marine and Fisheries	Labourer. Labour Foreman. Gasman. Buoy Foreman. Mechanic (Marine Signals). Foreman Mechanic (Marine Signals). Inspector of Gas Buoys. Inspector of Fog Alarms. Inspector (Marine Signals). Inspector of Lights. Wharfinger Clerk. Lightkeeper. Receiver of Wrecks. Meteorological Observer. Rainfall Observer. Climatological Observer. Storm Signal Agent. Signal Agent. Harbour Master. All persons temporarily employed on outside work or temporary employees of any kind required for a limited period to cope with emergencies. Coxswain and crews of Life Saving Stations. Temporary, part time, and seasonal employees in the Fisheries Branch. All employees who are required to possess technical qualifications for the particular positions to which they are appointed. Wharf Patrolman. Hatchery Spawntaker. Hatchery Egg-Picker. Hatchery Watchman. Gas Engineman. Camp Cook. Hatchery Helper. Hatchery Cook. Hatchery Engineer.

Department	Classes
Mines	Geological and Topographical Field Assistants.
	Employees on Field Parties including,—
	Camp Cooks.
	Canoemen.
	Packers.
	Packmaster.
	Teamster.
	Indian Interpreter.
	Guide.
	Axeman.
	Informant.
Naval Service	Positions at H. M. C. Dockyards, Halifax and Esquimalt,—
	Chargeman or Sub-Foreman.
	Coxswain.
	Shipwright.
	Mechanic.
	Helper.
	Labourer.
	Apprentice.
	Watchman.
	Janitor.
	Charwoman.
	Senior Chargeman of Mechanics.
	Chargeman of Mechanics.
	Artisans and Tradesmen.
	Skilled Labour.
	General Labour.
	Engine Driver.
	Crane Driver.
	Motorboat Driver.
	Motorboat Coxswain.
	Yard Watchman
	Watchman.
	Postal Messenger.
	Caretaker.
	Positions at Royal Naval College, Esquimalt and Training Establishment, as follows:—
	Porter.
	Caretaker.
	Cook.
	Domestic.
	Charwoman.
	Skilled Labour.
	Watchman.
	Caretaker.
	Janitor.
	Hall Porter.
	Gardener.
	Positions in Radiotelegraph Branch, as follows:—
	Foreman Mechanic.
	Apprentice Helper.
	Handyman.
	Labourer.
	Housekeeper.
	Kitchen Helper.
	Caretaker.
	Cook.
	Construction Foreman.
	Carpenter Foreman.
	Carpenter.
	Rigger.
	Cleaner.
	Machinist.
	Electrician Apprentice.

APPENDIX No. 5

Department	Classes
Naval Service—*Con*..	Positions in Hydrographic Tidal and Current Survey Branches as follows:—
	Current Observer
	River Observer.
	Mechanic.
	Labourer.
	Cook.
	Porter.
Purchasing Commission	Executive Officers.
	Technical Experts or Specialists.
Post Office..	Postmaster, Grade 1.
	Postmaster, Grade 2 (where revenue is under $2,000).
Public Printing and Stationery	No recommendation received.
Patents and Copyrights..	Nil.
Public Works..	Inspector on Construction Work.
	Foreman.
	Artisan.
	Labourer.
	Charman.
	Charwoman.
	Cleaner.
	Elevator Attendant.
	Caretaker.
	Heating Engineer.
	Fireman.
	Watchman.
	Chauffeur.
	Cleaner and Helper.
	Foreman Charman.
	Carter.
	Part time Janitor and Janitress.
Board of Railway Commissioners..	Assistant Secretary and Registrar.
	Assistant Secretary (French).
	Librarian and Executive Officer.
	Chief Engineer.
	Assistant Chief Engineer.
	Electrical Engineer.
	Divisional Engineer.
	District Engineer.
	Chief Traffic Officer.
	Assistant Chief Traffic Officer.
	Chief Operating Officer.
	Assistant Chief Operating Officer.
	Mechanical Expert.
	Inspector, Operating Department.
	Chief Fire Inspector.
	Fire Inspector.
Railways and Canals..	All staffs employed on new construction work. This includes all positions on the Welland Ship Canal and Trent Canal Construction.
	All staffs employed temporarily on engineering, financial and other special investigations. This includes all positions on the St. Lawrence River Improvements.
	The Canals maintenance, and operating staffs except the administrative staffs.
	Hoist Engineer.
	Engineer Concrete Mixer.
	Assistant Machinist Foreman.
	Railway Section Foreman.
	Mason Sub-foreman.
	Railway Brakeman.
	Carpenter Sub-foreman.
	Driller.
	Powderman.
	Electric Groundman.
	Construction Foreman.

Department	Classes
Royal Canadian Mounted Police	Nil.
Secretary of State	No recommendation received.
Senate	Editor of Debates. Debates Reporter. Translator. Gentleman Usher of the Black Rod.
Soldier Settlement Board	No recommendation received.
Trade and Commerce	All employed in the Commercial Intelligence Service, outside of Canada, beneath the rank of Junior Trade Commissioner. This includes positions in the following classes:— Translator or Interpreter. Clerk. Clerk-Stenographer. Office Boy. Clerk, Commercial Intelligence Service. Senior Clerk-Bookkeeper. Senior Clerk-Stenographer. Clerk-Typist. Junior Clerk-Stenographer. Junior Clerk-Typist. Junior Clerk. Junior Translator. Messenger Clerk. Commercial Agent. Temporary Employees of the Dominion Grain Research Laboratory, Winnipeg.

EXHIBIT B

STATEMENT OF OPERATIONS UNDER THE ORDER IN COUNCIL OF THE 16TH DECEMBER, 1920 (P.C. 2958), AS AMENDED BY ORDER IN COUNCIL OF THE 22ND OCTOBER, 1921 (P.C. 3895), UP TO THE 31ST DECEMBER, 1922.

(Submitted by Mr. William Foran)

	Ex-Service Men	Females	Civilians	Total
Recommended for permanency by Departments	1,668	1,448	3,578	6,694
Subsequently withdrawn by Department	308	155	1,182	1,645
Recommended to Council by Commission	1,301	1,203	1,497	4,001
Approved by Council	1,045	1,145	981	3,171
Now before Council	256	58	516	830
In course of investigation by Commission	32	39	239	310
Awaiting Evidence of Right to Exemption from Overseas Active Service	....	....	84	84
Ineligible on Account of Lack of Overseas Active Service	....	....	37	37
Otherwise not eligible	20	44	516	580
Since separated from Service by death or otherwise	7	7	23	37

21-3-23.

RECAPITULATION OF OPERATIONS UNDER THE ORDER IN COUNCIL OF THE 16TH DECEMBER, 1920 (P.C. 2958), AS AMENDED BY ORDER IN COUNCIL OF THE 22ND OCTOBER, 1921 (P.C. 3895), UP TO THE 31ST DECEMBER, 1922.

Recommended by Deputy Ministers		6,694	
Subsequently withdrawn		1,645	
			5,049
Endorsed by Civil Service Commission and reported to Council	4,001		
Approved by Council	3,171		
Still before Council	830		
		4,001	
Ineligible—not endorsed	617		
Died or resigned	37		
In course of investigation	394		
		1,048	
			5,049

21-3-23.

APPENDIX No. 5

EXHIBIT B1

(By Mr. William Foran)

P.C. 3895.

AT THE GOVERNMENT HOUSE AT OTTAWA

SATURDAY, the 22nd day of October, 1921.

PRESENT:

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

WHEREAS the Civil Service Commission reports that in the application of the Order in Council of the 16th December, 1920, (P.C. 2958), a condition has developed which operates to the disadvantage of certain employees;

AND WHEREAS in the said Order in Council it is provided that the Civil Service Commission shall submit to the Governor in Council lists showing the temporary employees who are recommended for permanent appointment by the Deputy Minister of the Department in which they are employed, who are not occupying positions regarded by the Civil Service Commission and by the Department concerned, as of a permanent nature, whose services are certified as satisfactory by the Department and approved as such by the Commission, and who were assigned to the said positions prior to November 10th, 1918;

AND WHEREAS it has transpired that in certain cases officers have been continuously employed in permanent positions since prior to November 10th, 1919, but not in the same position as for example, where the good work of the employee has merited advancement to higher and more responsible duties;

AND WHEREAS the Department of Justice has ruled that this change of position precludes the officers affected from qualifying under the regulation above quoted;

AND WHEREAS the Civil Service Commission is of the opinion that it was not the intention of the Government that an officer should be thus penalized for faithful and efficient service, and therefore recommends that Regulation I of the said Order in Council should be amended to include the above cases;

THEREFORE His Excellency the Governor General in Council, on the recommendation of the Secretary of State, is pleased to order that Regulation 1 of the said Order in Council of the 16th December, 1920, shall be and the same is hereby amended to read as follows:

1. "Such employees shall have occupied positions of a permanent character but not necessarily the same position continuously from November 10th, 1919, being the date the Civil Service Commission's Amendment Act, 1919, became law."

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

EXHIBIT B2

(By Mr. William Foran)

P.C. 2958.

AT THE GOVERNMENT HOUSE AT OTTAWA

THURSDAY, the sixteenth day of December, 1920.

PRESENT:

HIS EXCELLENCY THE DEPUTY GOVERNOR GENERAL IN COUNCIL

WHEREAS the Civil Service Commission reports that by section 11 (2) of the Civil Service Amendment Act, 1919, it is provided that "No temporary employee shall be given a permanent position as a result of classification except upon examination under the provisions of this Act, or without examination under the regulations made by the Commission and approved by the Governor in Council";

THEREFORE His Excellency the Deputy Governor General in Council, on the recommendation of the Secretary of State, is pleased to instruct and doth hereby instruct and direct the Civil Service Commission to submit to His Excellency in Council lists showing the temporary employees who are now occupying positions regarded by the Civil Service Commission and by the Department concerned as of a permanent nature, whose services are certified as satisfactory by the department and approved as such by the Commission and who conform to the following regulations:

1. Such employees shall have been assigned to the said positions prior to November 10, 1919, being the date on which the Civil Service Amendment Act, 1919, became law.

2. Such lists shall not include for the present, any temporary employee of the Soldier Settlement Board, the Department of Soldiers' Civil Re-establishment or the Income Tax Office, inasmuch as these departments are operating under exemption from the Civil Service Act in so far as their temporary employees are concerned.

3. Such lists shall not include any temporary employee whose age or physical condition is such as to merit his retirement from the Service.

4. Such lists shall not include any male temporary employee who was of military age during the recent war and who is not a returned soldier or sailor, as defined by the Civil Service Act, 1918, unless such employee can furnish reasons satisfactory to the department and to the Commission of his failure to enlist for such service in the war.

HIS EXCELLENCY IN COUNCIL is further pleased to order that such of the above employees as may be granted permanent status by the Governor in Council shall have their rates of pay determined as follows:

Group I.—The rate of pay for employees receiving rates of compensation less than the minimum of the classes in which their respective positions are placed shall be advanced to the minimum rate of the class effective April 1, 1919, or if the employee entered the Service since that date, the date of such entry.

APPENDIX No. 5

Group II.—The rate of pay for employees receiving rates of compensation which are either at the minimum or maximum or intermediate between these rates for the classes in which their respective positions are placed shall be at the rate which the employee is then receiving, or if such be not an established classification rate, then the next higher classification rate shall be paid, effective April 1, 1919, or, if the employee has entered the Service since that date, the date of such entry. If an employee in this group has received an increase since April 1, 1919, the corresponding classification rate shall be effective only from the date of such increase.

Group III.—The rate of pay for employees receiving rates of compensation more than the maximum of the classes in which their respective positions are placed shall be the maximum of the said class effective from the date the permanent classification of the position has been confirmed by the Civil Service Commission under these regulations.

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

EXHIBIT C

(By Mr. William Foran)

LIST OF DOCUMENTS ASKED FOR BY THE SPECIAL COMMITTEE ON THE CIVIL SERVICE ACT

(1) List of positions excluded, in whole or in part, under the provisions of Section 38B from the operation of the Civil Service Act, 1918, as amended by Chapter 22, 11-12 Geo. V.

(2) List showing the distribution of Departments among the three Civil Service Commissioners.

(3) Copy of the resolution of the Civil Service Commission approving the present procedure in connection with the appointment of rural Postmasters.

(4) Chart showing the present procedure in connection with the appointment of rural Postmasters.

(5) Copy or Order in Council dated February 28, 1918, defining the extent of the jurisdiction of Order in Council, P.C. 358, of the 13th February, 1918.

(6) Statement showing the approximate number of positions in the Department of Marine and Fisheries with salaries at less than $200 per annum.

Part I—In whole

POSITIONS EXCLUDED UNDER THE PROVISIONS OF SECTION 38B, FROM THE OPERATION OF THE CIVIL SERVICE ACT, 1918, AS AMENDED BY CHAP. 22, 11-12 GEO. V.

Position	Order in Council
Manager, Parliamentary Restaurant.	5th Feb., 1921, P.C. 279.
Chaplain.	11th July, 1921; P.C. 2436; and 31st Jan., 1922, P.C. 5/200.
Office staff of the Commercial Intelligence Service, Department of Trade and Commerce, outside the Dominion of Canada (with the exception of Trade Commissioners and Assistant Trade Commissioners).	19th Sept., 1921, P.C. 34899; 3rd Jan., 1922, P.C. 4724; and 10th Feb., 1922, P.C. 318.
Labourer, Assistant Labour Foreman, Labour Foreman, Charwoman. (Outside the City of Ottawa.)	21st Sept., 1921, P.C. 3518. Cancelled 29th June, 1922, P.C. 1053.
Labourer, in connection with the construction of a retaining wall along the Rideau Canal, Ottawa, during the winter of 1921-22,—Department of Railways and Canals.	25th Nov., 1921, P.C. 4475.
One Secretary to Executive, One Senior Clerk-Stenographer, One Clerk-Stenographer, One Confidential Messenger for the office of a Minister of the Crown in charge of a Department.	7th Jan., 1922, P.C. 24; and 10th Feb., 1922, P.C. 323.
Orderlies in the office of the Governor General's Secretary.	31st Jan., 1922, P.C. 6/200. Cancelled 29th June, 1922, P.C. 1053.
Clerical and lower grade positions in Dominion Government Offices outside the Dominion of Canada, not, however, including supervisory or administrative positions.	31st Jan., 1922, P.C. 8/200.
Indian Interpreter,—Department of Indian Affairs.	31st Jan., 1922, P.C. 32/200. Cancelled 29th June, 1922, P.C. 1053.
Labourer, Assistant Labour Foreman, Labour Foreman, Charwoman. (Within the City of Ottawa.)	9th May, 1922, P.C. 23/1018. Cancelled 29th June, 1922, P.C. 1053.
Mechanical, labouring and certain other positions. (See Appendix "A".)	29th June, 1922, P.C. 1053.
Physicians, performing the duties of Port Physicians at the following points in Nova Scotia: Cheticamp, Louisburg, Lunenburg, Sydney and Middleton,—Department of Health.	27th Oct., 1922, P.C. 2241, amending Order-in-Council 29th June, 1922, P.C. 1053.

APPENDIX No. 5

Immigration Inspector (with special language qualifications), St. John, N.B.—Department of Immigration and Colonization.	10th Nov., 1922, P.C. 4/2365.
Graduate Nurse, Indian Reserve, Nurse, Indian Reserve—Department of Indian Affairs.	16th Dec., 1922, P.C. 24/2588.
Fireman, Fireman's Helper, Fireman Labourer.	22nd Dec., 1922, P.C. 2633, amending Order-in-Council 29th June, 1922, P.C. 1053.

PART II—In Part

All positions carrying an annual salary of not more than $200.	14th Aug., 1919, P.C. 1694. Subsequently excluded in whole by Order-in-Council 29th June, 1922, P.C. 1053.
Graduate Nurses in the Northwest Territories for the Indian boarding schools at Fort Resolution and Fort Providence—Department of Indian Affairs.	31st Jan., 1922, P.C. 29/200.
Nurses on the staff of the hospital on the Blood Reserve Agency, Alta.—Department of Indian Affairs.	31st Jan., 1922, P.C. 30/200.
Construction Foreman (part time) on the Six Nations Indian Reserve at Brantford, Ont.—Department of Indian Affairs.	31st Jan., 1922, P.C. 31/200.
Physician (part time) for the Indians in the vicinity of Fort McMurray, Alta.—Department of Indian Affairs.	31st Jan., 1922, P.C. 33/200.
Physician (part time) for the Indians in the vicinity of Fort Vermilion, Alta.—Department of Indian Affairs.	31st Jan., 1922, P.C. 34/200.
Three Steamfitters, Maintenance and Repair Staff, Parliament Buildings,—Department of Public Works.	9th May, 1922, P.C. 197/1018.
Indian Farming Instructor,—Department of Indian Affairs.	9th June, 1922, P.C. 50/1219.
Museum Assistant, National Gallery of Canada,—Department of Public Works.	5th Aug., 1922, P.C. 38/1660.
Head Gardener for the Rideau Hall Staff,—Department of Public Works.	21st Aug., 1922, P.C. 36/1702.
Two Assistant Power Development Engineers, Montreal, P.Q.,—Department of the Interior.	25th Sept., 1922, P.C. 32/2000.
Medical Officers,—Department of Health, as follows:—	20th Oct., 1922, P.C. 1797.
Grade 1, Halifax, N.S., position No. H-Q-210.	
Grade 2, Quebec, P.Q., position No. H-Q-213.	
Grade 1, Quebec, P.Q., position No. H-Q-203.	
Grade 1, St. John, N.B., position No. H-Q-8.	
Physician (part time), Manitou Rapids Reserve, Fort Francis Agency,—Department of Indian Affairs.	20th Oct., 1922, P.C. 27/2214.

Park Superintendent (to have supervision of the Reindeer Herd) at Lobster Bay, P.Q.,—Department of the Interior.	20th Oct., 1922, P.C. 36/2214.
Physician (part time), Woodstock Reserve, Carleton Co., N.B.,—Department of Indian Affairs.	10th Nov., 1922, P.C. 30/2365.
Weather Observer, Grade 2, Dawson City, Yukon Territory,—Department of Marine and Fisheries.	10th Nov., 1922, P.C. 53/2365.
Senior Currency Teller, Regina, Sask., Senior Currency Teller, Calgary, Alta., Currency Teller, Winnipeg, Man., Offices of the Assistant Receiver General,—Department of Finance. (Present appointments.)	16th Dec., 1922, P.C. 6/2588.
Senior Hospital Guard, Grosse Isle Quarantine Station, P.Q.,—Department of Health. (Present appointment.)	16th Dec., 1922, P.C. 12/2588.
Movable Equipment Engineer, Fort Simpson Indian Agency, with headquarters at Fort Simpson, MacKenzie District,—Department of Indian Affairs.	16th Dec., 1922, P.C. 23/2588.
Editor, Grade 2, Editorial Division,—Department of Mines. (Present appointment.)	16th Dec., 1922, P.C. 59/2588.
Park Caretakers, capable of acting as Golf Instructors, one for Rocky Mountains Park, Banff, Alta., and the other for Jasper Park, Alta.,—Department of the Interior.	30th Dec., 1922, P.C. 25/2687.

Appendix "A"

CERTIFIED copy of a Report of the Committee of the Privy Council approved by His Excellency the Governor General on the 29th June, 1922.

P.C. 1053

The Committee of the Privy Council have had under consideration the following report from the Civil Service Commission, dated 14th June, 1922, submitted by the Secretary of State;

Section 38B of the Civil Service Act, 1918, as amended, prescribes:

> "In any case where the Commission decides that it is not practicable nor in the public interest to apply this Act to any position or positions, the Commission may, with the approval of the Governor in Council, exclude such position or positions in whole or in part from the operation of the Act, and make such regulations as are deemed advisable prescribing how such position or positions are to be dealt with".

The Civil Service Commissioners are of opinion that the following classes of positions should be exempt from the operation of the Civil Service Act under the above section, namely:

1. All positions where the salary does not exceed $200 per annum. (The Order in Council P.C. 1694 of the 19th August, 1919, is hereby cancelled.)

2. All positions for which the compensation provided is fees of office and positions of an honorary character to which no compensation is attached.

3. Positions of Orderly in the Office of the Governor General's Secretary. (The Order in Council P.C. 6/200 of the 31st January, 1922, is hereby cancelled.)

4. Positions of Indian Interpreter, Department of Indian Affairs. (The Order in Council P.C. 32/200 of the 31st January, 1922, is hereby cancelled.)

5. Positions of Physician performing the duties of Port Physicians under the Department of Health at the following points:

Province of Nova Scotia

Advocate Harbour
Annapolis Royal
Arichat
Barrington
Barton
Bear River
Bridgewater
Canso
Clark's Harbour
Digby
Westport
Glace Bay
Liverpool
Lock Port
Mahone Bay
Baddeck
Bridgetown
Cheticamp
Clementsport
Hantsport
Margaretsville
North Sydney
Parsboro
Pictou
Port Hawkesbury
Port Greville
Port La Tour
Port Morien
Pubnico
Sandy Cove
Shelbourne
St. Peters
Weymouth
Yarmouth
East La Have
Meteghan
Port Midway
Windsor

Province of New Brunswick

Alma
Albert
Bathurst
Campbellton
Cape Tormentine
Caraquet
Back Bay
Grand Harbour
St. Andrews
North Head
Dalhousie
Hillsboro
Moncton
Richibucto
Shediac
Shippigan
St. George
St. Stephens
St. Martin's

Province of Prince Edward Island

Murray Harbour
Summerside
Crapaud
Georgetown
Souris
Alberton
Rustico
Tignish

Province of Quebec

Gaspé
Paspebiac
St. Johns
Three Rivers
Magdalen Islands
Percé
Rimouski
Sorel

Province of British Columbia

Nanaimo
Prince Rupert
Union Bay
Alberin
Ocean Falls
Powell River

6. Positions in the following classes of skilled and unskilled labour and domestic service, viz:

Blacksmith Apprentice
Blacksmith's Helper
Boilermaker Apprentice
Boilermaker's Helper
Carpenter's Helper
Cooper's Helper
Coppersmith's Helper
Diver's Assistant
Electrician's Apprentice
Electrician's Helper
Garage Man
Machinist Apprentice
Machinist's Helper
Mason's Helper
Millwright's Helper
Moulder's Helper
Pattern-Maker Apprentice
Pattern-Maker's Helper
Plumber's and Pipe-Fitter's Helper
Machinist's Boy
Quarryman
Rigger's Helper
Roofer's Helper
Saddler's Helper
Sail Maker's Helper
Shipwright's Helper
Teamster
Armature Winder
Assistant Carpenter Foreman
Barber
Blacksmith
Boilermaker
Boom Master
Cabinet Maker
Carpenter
Carpenter (Ship Construction)
Caulker
Cooper
Coppersmith
Cupola Tender
Derrickman
Diver
Dynamo Tender
Electrician
Electric Lineman
Electric Power Plant Operator
Electric Wireman
Elevator Repairman
Fitter (Machinist)
Gas Engineman
Grain Hold Boss
Grain Rigger

APPENDIX No. 5

Grain Scooper
Lineman
Locksmith
Locomotive Engineer
Locomotive Foreman
Machinist
Mason
Milling Machinist
Millwright
Moulder
Oakum Spinner
Packmaster
Painter
Painter and Paper-Hanger
Pattern-Maker
Plasterer
Plumber and Pipe-Fitter
Process Welder
Quarry Cutter
Railway Signal Repair-Man
Rigger
Riveter
Roofer
Sail-Maker
Sawyer
Sheet-Metal Worker
Shipwright
Sign-Painter
Slide Master
Stable Boss
Stone-Cutter
Tailor
Template Maker
Tile and Cement Worker
Tile Layer
Toolmaker
Upholsterer
Wood Turner
Assistant Electrician Foreman
Assistant Mason Foreman
Assistant Painter Foreman
Assistant Plumber and Pipe Fitter Foreman
Blacksmith Foreman
Boilermaker Foreman
Carpenter Construction Foreman
Carpenter Foreman
Carpenter Foreman (Ship Construction)
Caulker Foreman
Electrician Foreman
Electrician Lineman Foreman
Foreman of Dredge Repairs
Gas Engine Foreman
Head Chauffeur
Locksmith Foreman
Machinist Foreman
Mason Foreman

Mill Foreman
Moulder Foreman
Mould Loft Foreman
Painter Foreman
Pattern-Maker Foreman
Plumber and Pipe-Fitter Foreman
Rigger Foreman
Roofer Foreman
Sail-Maker Foreman
Saw-Mill Foreman
Farm Hand
Fruit Canner
Charwoman
Labourer
Assistant Labour Foreman
Labour Foreman
Railway Section Foreman
Coat Room Attendant (Female)
House Maid
Kitchen Helper
Repairwoman
Waiter
Waitress
Shipwright Foreman
Head Waitress
Housekeeper
Immigration Hall Attendant
Laundress
Matron
Camp Cook
Cook
Official Car Porter
Automobile Mechanic
Chauffeur
Train Conductor
Culler.

} Orders in Council P.C. 3518 of 21st September, 1921 and P.C. 23/1018 of May 9th, 1922 are hereby cancelled.

The Civil Service Commission is of opinion that it is not practicable to prescribe a system of competitive examinations or tests as required by the Civil Service Act, 1918, for making appointments to positions of this nature. The Commission is further of opinion that there s good ground for believing that the above classes were among those which Parliament had in mind for exemption in amending the Civil Service Act during the Session of 1921, and the Civil Service Commission therefore, has the honour to report that it is not practicable to apply the Civil Service Act to the classes mentioned above and to recommend that they be excluded from the operation of the Act and dealt with in accordance with the following procedure:

1. That the selection of employees for the above classes shall be left entirely in the hands of the Department, subject to the following conditions:
   (*a*) That the appointment is necessary for the efficient carrying on of the work of the Department.
   (*b*) That the preference extended by Section 39, of the Civil Service Act, 1918, as amended, shall be observed.
   (*c*) That the person selected shall satisfy the Department as to his qualifications.
   (*d*) That he shall be suitable as to age, character and habits.

APPENDIX No. 5

2. That the compensation shall not exceed the salaries provided in the classification schedules, and that where "Prevailing Rates" are provided as the compensation for a class, or where no class schedule exists, the rates of pay shall be such as are recommended by the Department and approved by the Governor General in Council, and that the compensation in these cases shall carry no bonus.

Provided that, where any position which is exempted under the provisions of Section 38B, of the Civil Service Act, 1918, as amended, with the exception of those in Groups 1 and 2) is to be continued for more than six months, the Department shall report the duties thereof to the Commission in order that the position may be classified and that no further payment of salary in connection with the same shall be authorized until the position shall be so classified.

Provided further that a report shall be made by every Department to the Civil Service Commission in the months of January, April, July and October in each year, setting out the name, duties, salary, place of residence and place of employment of each person appointed under the authority of these Regulations during the preceding three months, with the date of commencing duty and the probable duration of employment. In each case where the employee has been on military service overseas, the letters "O.A.S." should be added after the name.

The Committee submit the foregoing for approval.

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

EXHIBIT C 1

(By Mr. William Foran)

DISTRIBUTION

Dr. Roche

Auditor General
Civil Service Commission
External Affairs
Governor General
Health
House of Commons
Indian Affairs
Interior
Immigration & Colonization
Post Office
Privy Council
Senate

Commissioner Jameson

Archives
Insurance
Library of Parliament
Marine
Mines
Printing & Stationery
Public Works
Purchasing Commission of Canada
Railways and Canals
Soldiers' Re-establishment
Soldier Settlement Board

Commissioner LaRochelle

Agriculture
Customs & Excise
Finance
Justice
Labour
National Defence
Patent & Copyright Office
R.C.M. Police
Secretary of State
Trade & Commerce

EXHIBIT C2

(By Mr. William Foran)

Memorandum to the Secretary: FILE No. 5-53-PO.

COPY

DEPT.: Post Office.

SUBJECT: APPOINTMENT OF RURAL POSTMASTERS

With reference to the attached letter from the Honourable the Postmaster General regarding the appointment of rural Postmasters, the Examination Branch has given careful consideration to the changes in procedure suggested. A number of minor amendments have been considered and discussed with officials of the Post Office Department, and the Examination Branch now recommends that the procedure set forth in the attached memorandum "A", dated January 18, be adopted in connection with the selection and appointment of rural Postmasters.

It will be noted that two main changes from the present procedure are recommended; the first being that vacant Postmasterships shall be publicly advertised by the District Superintendent as soon as the vacancies occur, instead of having the matter pass from the District Superintendent to the Department, from the Department to the Commission, and from the Commission back again to the District Superintendent before a poster is issued and applications invited, as at present; and the second providing that the reports of the District Superintendent shall pass through the hands of the Department, instead of coming to the Commission direct, as at present. The change in the method of advertising will undoubtedly avoid considerable delay, which has been one of the chief faults charged against the Commission, and as the Commission's posters, application forms, etc., will be used, and the Commission's procedure for publicity be followed, it would seem that the change would be in the public interest.

January 23, 1923.

(Sig.) C. H. B.
Asst. Secretary and Chief Examiner

Recommended for approval

(Sig.) W. F.
Secretary

Approved

(Sig.) C. J.,
" M. G. L.
Commissioners

"A"

Proposed Procedure in Regard to the Appointment of Rural Postmasters.

1. Postmaster resigns and notifies District Superintendent.

2. District Superintendent accepts resignation, notifies Postmaster of acceptance, and advises Department.

2a. Department receives from District Superintendent advice of resignation and acceptance and notifies Commission thereof in all cases where the salary is above $200.00.

2b. Commission receives notification of vacancy.

3. District Superintendent prepares notice inviting applications for position, issues such notices, advises Department of issuance of notices and sends copies (in duplicate) to Department.

APPENDIX No. 5

3a. Department receives from District Superintendent copies of notices issued and forwards one copy to Commission.

3b. Commission receives and files copy of notification. (No notification required when salary of office is $200 or less).

4. When the time limit expires, District Superintendent interviews candidates where necessary, and prepares report as to the relative qualifications and suitability of the various candidates. Forwards applications received with covering report in duplicate to Department.

5. Department receives District Superintendent's report and forms filled in by applicants.

6. *P. O.'s with salary under $200.* Department issues certificate for the appointment of most suitable applicant.

7. *P.O.'s with salary over $200.* Department forwards to Commission the applications received, a copy of District Superintendent's report and Department's comments thereon, if any.

8. Commission receives applications and report from Department, makes a selection and issues certificate for the appointment of the successful candidate. If further information is required before a selection can be made, Commission requests Department to secure it from District Superintendent.

9. Department forwards to District Superintendent certificate for the appointment of the successful candidate, the installation to be made immediately.

10. District Superintendent receives certificate and advises successful candidate of appointment, transferring the office personally where necessary.

11. Office is transferred to successful applicant.

12. District Superintendent advises Department that office has been transferred to successful applicant.

13. Department advises Commission of installation of successful applicant in cases of officers with a salary of over $200.

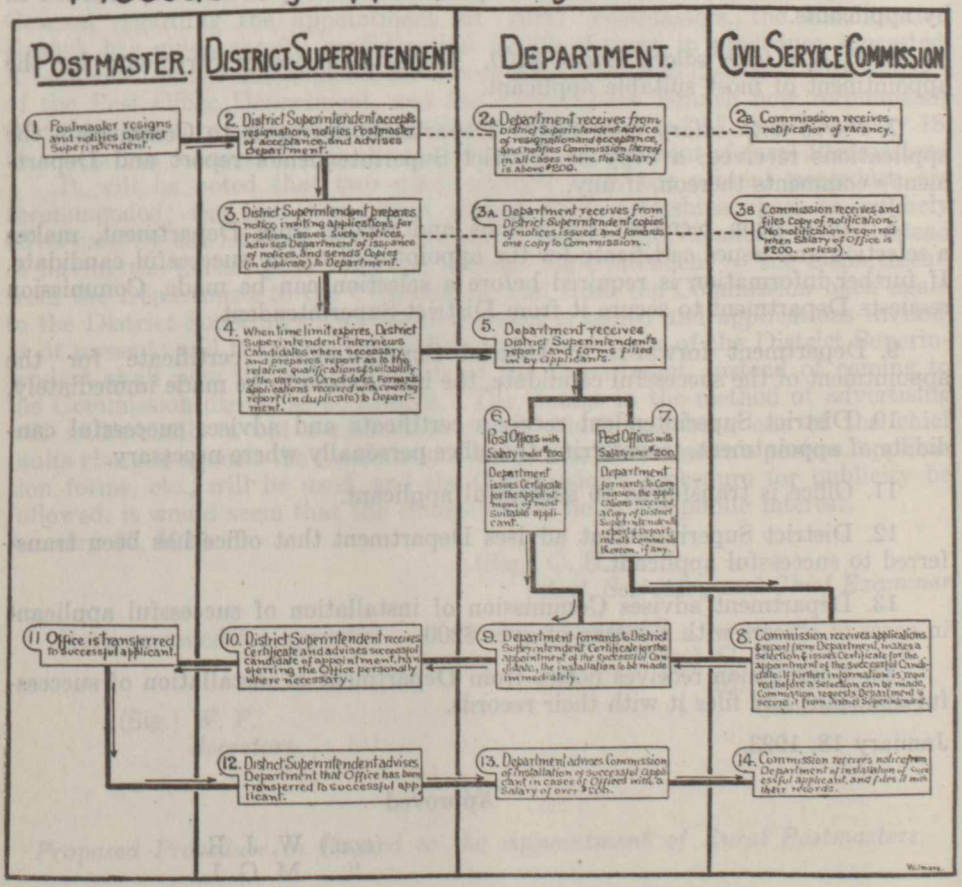
14. Commission receives notice from Department of installation of successful applicant and files it with their records.

January 18, 1923.

Approved

(SGD.) W. J. R.
" M. G. L.
" C. J.

Procedure of Appointment of Rural Postmasters.



APPENDIX No. 5

EXHIBIT C3

(By Mr. William Foran)

PRIVY COUNCIL, CANADA

P.C. 491

AT THE GOVERNMENT HOUSE AT OTTAWA

THURSDAY, the 28th day of February, 1918.

PRESENT:

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

WHEREAS doubt has arisen as to whether the Order in Council of the 13th day of February, 1918, (P.C. No. 358) respecting appointments to, promotions in, and other matters relating to the Civil Service, applies to officers, clerks and employees other than those employed in the several departments, and it being desirable to remove any such doubts;

THEREFORE His Excellency the Governor General in Council, on the recommendation of the President of the Privy Council, is pleased to declare and it is hereby declared that the provisions of the said Order in Council do extend to all officers, clerks and employees in the public service, whether employed in any department or under or in connection with any commission or board appointed or created by or the members of which are appointed by or in pursuance of any Order in Council, and any power heretofore given to any such commission or Board or the members thereof or any of them to appoint or promote any officer, clerk or employee is hereby rescinded, except in so far as such power may be exercised subject to and in conformity with the provisions of the said Order in Council of the 13th day of February, 1918.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

EXHIBIT C 4

(By Mr. William Foran)

The Civil Service Commission.
Positions in service paid at $200 or under per annum.
Department of Marine and Fisheries—

Marine Branch

Lightkeepers, 26	328
Signal Agents (Part time)	28
Climatological Observers	78
Rainfall Observers	145
Weather Observers	60
Storm Signal Agents	105
Volunteer Coxswains (L.S.S.)	19
L.S.S. Boatmen	150
River Observers	25
R/T. Inspectors	11

Fees of Office

Harbour Masters, Port Wardens, Shipping Masters, etc.	363
Wharfingers	564
Measuring Surveyors of Shipping	62
	1938

Fisheries Branch

Caretakers (Fish Hatcheries) Yearly	4
Seasonal	3
Statistical Reporters, Yearly	2
Seasonal	10
Total	1957

EXHIBIT D

(Submitted by Major McKeand)

(APPENDIX "B")

BUDGET OF YEARLY EXPENDITURE SHOWING THE COST IN 1913, 1918, 1919 TO 1923, OF THE SAME GOODS AND SERVICES AS COULD BE PURCHASED BY AN AVERAGE CIVIL SERVICE FAMILY IN 1908–1909 LIVING ON AN INCOME OF $1,000

—	1908–1910	Dec., 1913	Dec., 1918	Dec., 1919	July, 1920	Dec., 1920	July, 1921	Dec., 1921	July, 1922	Dec., 1922
Food—	$	$	$	$	$	$	$	$	$	$
Meat and Fish	85·52	109·10	190·30	183·33	193·39	183·30	159·14	130·83	146·83	132·67
Dairy Produce, etc	170·47	178·19	278·26	340·29	297·90	325·83	210·36	253·07	199·33	228·82
Cereals, Bread, etc	50·70	49·33	96·18	106·08	115·08	101·97	88·45	76·56	75·00	71·35
Vegetables	23·72	22·99	43·49	61·94	79·52	37·75	54·87	52·67	51·87	48·21
Fruit	21·65	22·26	48·11	57·39	63·39	64·80	46·46	32·19	28·09	30·75
Sugar, etc	18·95	20·00	33·85	49·20	73·87	44·65	25·13	24·65	24·71	25·22
Tea, etc	16·56	15·84	22·01	28·94	29·25	26·65	26·30	31·00	28·78	26·41
Condiments, etc	2·00	2·61	7·08	7·26	7·06	5·65	5·68	5·19	4·97	4·70
All	389·57	420·32	719·28	834·43	859·46	790·60	616·39	606·16	559·56	568·13
Clothing—										
Man	52·85	55·88	99·34	117·48	135·12	121·99	89·90	80·91	80·75	80·75
Woman	54·18	58·52	104·28	132·25	182·03	152·27	109·21	101·03	99·83	99·83
Boy	28·07	30·97	56·03	66·59	76·58	65·84	50·54	44·49	44·41	44·41
Girl	29·18	31·95	57·90	69·01	79·36	64·44	50·79	44·79	44·70	44·70
Child	20·89	23·78	39·77	50·58	58·17	47·35	33·73	30·66	30·60	30·60
All	185·17	201·10	357·12	435·91	501·26	451·87	334·17	301·88	300·29	300·29
Fuel and Light (a)	93·08	97·76	161·72	164·68	189·28	216·11	192·40	184·60	177·32	186·16
Rent (b)	144·00	195·84	231·84	265·92	306·24	317·76	327·84	331·20	361·40	361·40
Miscellaneous Expenditure—										
Furnishings	31·33	35·29	67·39	77·64	88·25	97·08	64·72	58·25	55·25	55·25
Household Sundries	11·59	13·10	24·27	28·82	32·75	29·47	19·65	18·67	17·77	17·77
Car fare, etc	25·00	25·00	30·00	33·00	35·00	37·00	45·00	45·00	45·00	45·00
Doctor, Dentist, etc	35·00	40·00	65·00	75·00	80·00	80·00	80·00	80·00	80·00	80·00
Insurance, etc	40·00	40·00	40·00	40·00	40·00	40·00	40·00	40·00	40·00	40·00
Charity, Church, etc	20·00	20·00	30·00	40·00	40·00	40·00	40·00	40·00	40·00	40·00
Newspapers, etc	10·00	10·00	20·00	25·00	25·00	25·00	25·00	25·00	25·00	25·00
Sundry	15·26	17·09	25·47	29·00	33·00	30·00	27·00	25·00	25·00	25·00
All	188·18	200·48	302·13	348·46	374·00	378·55	341·37	331·92	328·02	328·02
Grand Total	1,000·00	1,115·50	1,772·09	2,049·40	2,230·24	2,154·91	1,812·17	1,755·76	1,726·59	1,752·84
Percentage above 1909		12	77	105	123	115	81	76	73	75
Percentage above 1913			70	84	100	93	65	60	55	57

(a) Average prices in 60 cities, coal, wood and coal oil, as published in *Labour Gazette*.
(b) Average rentals for six roomed houses with sanitary conveniences, as published in *Labour Gazette*.

EXHIBIT E

(Submitted by Major McKeand)

(APPENDIX "D")

SALARY SCHEDULES

Statement showing changes in Salary rates for the Clerical Service from 1908 to 1922.

1908		1922		Increase in Maximum
Messenger	$ 500– 800	Messenger Clerk	$ 600– 900	12·5%
Clerk–3B	500– 800	Junior Clerk	600– 900	12·5%
Clerk–3A	900–1,200	Clerk	960–1,260	5%
Clerk–2B	800–1,600	Senior Clerk	1,320–1,680	5%
Clerk–2A	1,600–2,100	Principal Clerk	1,800–2,280	8·57%
Clerk–1B	2,100–2,800	Head Clerk	2,400–2,880	2·86%
Clerk–1A	2,800–4,000	Chief Clerk	3,000–3,600	10% decrease

(APPENDIX "C")

UNITED STATES

Comparison of some representative positions in the Canadian Civil Service with similar positions in the Classification proposed for the Civil Service of the United States.

*Canada		United States	
Jr. Statistical Clerk	$ 600– 900	Under Statistical Clerk	$1,260–1,380
Statistician	2,400 3,120	Statistician	4,140–5,040
CLERICAL			
Messenger Clerk	$ 600– 900	Under Clerk	$1,080–1,260
Junior Clerk	600– 900	Junior Clerk	1,320–1,440
STENOGRAPHY			
Junior Clerk Stenographer	$ 600– 900	Junior Stenographer Clerk	$1,440–1,560
ACCOUNTING			
Junior Account Clerk	$ 600– 900	Under Accounting Clerk	$1,320–1,440
Account Clerk	960–1,260	Junior Accounting Clerk	1,560–1,680
Senior Account Clerk	1,320–1,680	Senior Accounting Clerk	1,860–2,040
Principal Account Clerk	1,800–2,280	Principal Accounting Clerk	2,160–2,520
Chief Accountant	4,140–4,500	Chief Accountant	4,680–5,040

* NOTE.—Canadian salaries are in some cases supplemented by a Bonus.

APPENDIX No. 5

EXHIBIT E1

(By Major McKeand)

(APPENDIX "A")

BONUS

1922-1923

STATEMENT showing bonus attached to each salary rate in Clerical Service.

Junior Clerks			Head Clerks		
Salary	*H. H. Bonus	†N. H. H. Bonus	Salary	*H. H. Bonus	†N. H. H. Bonus
$600	$315	$94 50	$2,400	$60 00	0
660	315	94 50	2,520	0	0
720	315	92 50	2,640	0	0
780	315	94 50	2,760	0	0
840	315	94 50	2,880	0	0
900	315	94 50			
Clerks			**Chief Clerks**		
$ 960	$315	$83 25	$3,000	0	0
1,020	315	83 25	3,120	0	0
1,080	315	72 00	3,240	0	0
1,140	315	72 00	3,360	0	0
1,200	297	60 00	3,480	0	0
1,260	297	0	3,600	0	0
Senior Clerks			**Principal Clerks**		
$1,320	$279	0	$1,800	$119	0
1,380	279	0	1,920	63	0
1,440	261	0	2,040	60	0
1,500	261	0	2,160	60	0
1,560	202	0	2,280	60	0
1,620	162	0			
1,680	150	0			

* House-holder.
† Non house-holder.

EXHIBIT F

THE CIVIL SERVICE OF CANADA

(Submitted by Major McKeand)

The organized Civil Service of Canada has reason to congratulate itself on the official recognition which it has recently received in two important instances. The Civil Service Commission has requested the Federation to be represented on the proposed Board of Hearing and Recommendation to be established in connection with the classification of the Service, and the Hon. Gideon Robertson, Minister of Labour, has asked the Federation to send three delegates to the National Industrial Conference which will sit in Ottawa, September 11.

I

REPRESENTATION ON CIVIL SERVICE BOARD OF HEARING AND RECOMMENDATION

The announcement in regard to the proposed Board of Hearing and Recommendation was made by Commissioner Clarence Jameson at a conference held at the Victoria Museum, July 29, between the Civil Service Commission, Deputy Ministers and Departmental Officers, (1) To decide upon the method and means of applying the classification to the personnel of the Service, and the departmental assistance to that end; and (2) to obtain the nomination of two departmental representatives to a proposed Board of Hearing and Recommendation on classification schedules.

The following departmental representatives were present:

Labour: F. A. Acland, Deputy Minister, and Francis Giddens, Acting Secretary; Railways and Canals: Major G. A. Bell, Deputy Minister, and F. M. Maclennan, Chief Auditor; Senate: J. C. Young, Deputy Clerk, and H. Gross, Accountant; Finance: J. C. Saunders, Assistant Deputy Minister; House of Commons: Col. H. W. Bowie, Sergeant-at-Arms, and R. P. King, Chief Clerk of Journals; Board of Pension Commissioners: W. L. Germaine, Assistant Chief Clerk; Immigration and Colonization: W. W. Cory, Deputy Minister, Percy Reid, Chief Inspector of Immigration for Canada; Interior: W. W. Cory, Deputy Minister, and R. A. Gibson, Chief Clerk; Library of Parliament: A. H. Todd, Chief Clerk; Naval Service: J. A. Wilson, Acting Deputy Minister; Public Archives: Arthur G. Doughty, Dominion Archivist, and Gustave Lanctot, Dept. Representative; Customs: R. R. Farrow, Acting Commissioner; Insurance: Geo. D. Finlayson and A. D. Watson, actuary; Militia and Defence: Major-General Sir Eugene Fiset, Deputy Minister; Agriculture: J. H. Grisdale, Deputy Minister, and Chas. W. Bate, Secretary to Minister; Public Works: J. B. Hunter, Deputy Minister, and S. E. O'Brien, Clerk in charge of Estimates; Marine: A. Johnston, Deputy Minister, and A. D. B. Tremaine, Superintendent of Agencies; Soldiers' Settlement Board: E. J. Ashton, Commissioner; Royal Northwest Mounted Police: A. A. Maclean, Controller, and Geo. Hann, Dept. Representative; Mines: R. G. McConnell, Deputy Minister, Wm. McInnis, Directing Geologist, and John McLeish, Chief of Division of Mineral Resources and Statistics; Secretary of State: G. R. Shibley, Clerk of English Correspondence; Justice: P. M. Roy, Accountant;

Trade and Commerce: F. C. T. O'Hara, Deputy Minister, Geo. F. O'Halloran, Commissioner of Patents, T. J. Code, Accountant, P. A. Lewis, Assistant Accountant; External Affairs: F. M. Baker, Chief Accountant; Soldiers' Civil Re-establishment: C. Stewart, Assistant Secretary; Indian Affairs: Duncan C. Scott, Deputy Minister, and L. H. LaMothe, Clerk; Governor-General's Secretary: Arthur French Sladen, Deputy, and F. C. L. Pereira, Officer in Charge of Records; Auditor-General: Wm. Kearns, Acting Auditor-General, and A. S. T. Brown, Clerk; Public Printing and Stationery: J. de L. Taché, King's Printer; Inland Revenue: J. A. Lemay and T. M. Lane; Commission of Conservation: Oliver Master, Assistant Secretary.

The Civil Service Commission was represented by Commissioner Clarence Jameson, whose colleagues recently requested him to take direct charge of classification matters, and Messrs. Griffenhagen, Myers and Grove, of the Organization Branch; Mr. Jameson acted as Chairman.

METHODS OF CLASSIFICATION DISCUSSED

The fitting of the classification to the personnel of the Service was discussed at considerable length. The Organization officers explained their proposed method, and their need for the services of departmental officers with administrative experience, to aid in the work. The view expressed by some of the Deputy Ministers was that time might be saved by the Departments furnishing their proposed classification and the Civil Service Commission taking up cases which seemed to need adjustment, it being felt that officers of the respective departments should be in immediate touch with the classification thereof. Finally, a committee to settle the plan of procedure was named, as follows: Mr. J. B. Hunter, Deputy Minister of Public Works; Mr. W. W. Cory, Deputy Minister of the Interior; Mr. A. Johnston, Deputy Minister of Marine, and Mr. D. Scott, Deputy Minister of Indian Affairs.

COMPOSITION OF BOARD OF HEARING AND RECOMMENDATION

The Chairman stated that some of the appeals against the classification schedules involved important questions of policy, and would require careful investigation before a decision could be reached. He proposed the organization of a Board of Hearing and Recommendation, to be composed of one member of the Civil Service Commission, two departmental representatives nominated by Deputy Ministers, one of such to be a technical officer, and one with a knowledge of both official languages, and two members of the Civil Service to be nominated by the Civil Service Federation, one of whom should have had military service overseas.

COMMITTEE ESTABLISHED RE BOARD OF HEARING AND RECOMMENDATION

After some discussion of the plan the meeting adjourned until eleven o'clock the following day. At the adjourned meeting held in Mr. Cory's office, Commissioner Jameson presiding, after considerable discussion, on motion of Mr. Cory, seconded by Mr. Bell, it was resolved, that each Deputy Minister should assign suitable departmental officers to assist the Organization Branch of the Civil Service Commission in preparing the tentative supporting schedules applying the classification to the personnel of the Service. It was further resolved, on motion of Mr. Bell and Mr. Scott, that General Sir Eugene Fiset, Mr. W. W. Cory and Mr. J. B. Hunter, should be a committee to confer with the Civil Service

Commission regarding the proposed Board of Hearing and Recommendation on classification, defining the duties of the Board and the scope of its operations and nominating two departmental representatives thereto.

Subsequently the Committee of Deputy Ministers approved of the plan and announced that Mr. A. St. Laurent, Assistant Deputy Minister of Public Works, and Mr. William Kearns, Assistant Auditor General, would be the departmental representatives of the Board.

INVITATION TO CIVIL SERVICE FEDERATION TO NAME REPRESENTATIVES

On July 31, Commissioner Jameson sent the following letter to Mr. J. C. O'Connor, Acting President of the Civil Service Federation.

Civil Service Commission of Canada

Ottawa, 31st July, 1919.

Dear Sir,—

As I stated to you this afternoon, the revision and adjustment of the classification schedules of the Public Service is now proceeding.

Some schedules can be rectified by the Civil Service Commission, in the light of recent information; some by the Civil Service Commission, in conference with the Deputy Heads of Departments, while others will call for further investigation. As to the latter class additional representations may be invited by the Civil Service Commission, or may be tendered on behalf of the classes of officials affected.

To deal with such cases, it is proposed to constitute a Board of Hearing and Recommendation, composed of one member of the Civil Service Commission, two departmental representatives and two representatives of the Civil Service.

The Deputy Ministers have undertaken to nominate the Departments' representatives, and the Civil Service Commision will name one of its members; the method of choosing the representatives from the Service yet remains to be determined.

Did time permit the machinery might be devised to secure from the Service at large elected representatives, but that course would occupy some weeks, while the need is immediate.

The Civil Service Federation, representing as I understand, most of the organized service, affords the one direct channel known to me, through which to obtain the necessary expression. May I, therefore, ask the executive of the Civil Service Federation, to take the matter under advisement, and if they will do so, to appoint representatives to the Board as early as possible; one of these should preferably have had military service overseas.

Let me add that it is desired to establish confidence on the part of members of the Service in the endeavour of the Civil Service Commission to make the classification as accurate as possible; to obtain the benefit of the opinions and suggestions of men in the service who have devoted much time and study to the problems involved in the work of classification; to put to practical test a fair degree of co-operation between the employer and the employed, in adjusting questions of mutual concern, which inevitably arise from time to time in such a relationship, and which to-day it is believed in some quarters cannot as formerly be finally disposed of by but one of the parties interested; by mutual endeavour

to complete the classification of the Public Service and secure if possible its adoption at the autumn session of Parliament.

Yours faithfully,

CLARENCE JAMESON.

J. C. O'CONNOR, ESQ.,
Acting President, Civil Service
Federation of Canada, Ottawa.

EXHIBIT G

(By Resolution of the Committee)

AN ACT RESPECTING SUPERANNUATION AND RETIRING ALLOWANCE OF CIVIL SERVANTS.

Short Title. 1. This Act may be cited as The Dominion of Canada Public Service Superannuation Act.

Interpretation. 2. In this Act:

"Board". (*a*) "Board" shall mean board appointed under the authority of this Act to administer the same;

"Employee". (*b*) "Employee" shall mean and include every person employed in the Service of the Crown as representing the Dominion of Canada who receives a stated annual salary with or without perquisites or emoluments in addition thereto, but shall not include any person appointed for a temporary purpose or for a stated period or employed temporarily in any work or service for the Government of Canada.

"Fund". (*c*) "Fund" shall mean Dominion of Canada Public Service Superannuation Fund No. 5.

"Government". (*d*) "Government" shall mean the Governor in Council acting upon the advice of the Privy Council.

"Regulations". (*e*) "Regulations" shall mean regulations made under the authority of this Act.

Establishment of Superannuation Fund account. 3. There shall be established a fund to be known as the Dominion of Canada Public Service Superannuation Fund No. 5 and an account shall be opened in the books of the Finance Department of Canada to be known as the Public Service Superannuation Fund No. 5 Account.

Fund—how constituted. 4. The Fund shall be formed of contributions from the salaries of the employees and payments and credits to be made thereto on behalf of the Government as hereinafter provided.

Who shall be entitled to superannuation allowance. 5. Subject to the provisions of this Act and to the regulations there shall be granted a yearly superannuation allowance to;

(*a*) Every employee who having attained the age of sixty-five years, and having served at least ten years continuously in the public service retires therefrom.

(*b*) Every employee who, having served at least ten years continuously in the public service, is retired therefrom for any cause other than misconduct or improper behaviour on his part, and who is declared by the Governor in Council upon the report of the Board to be entitled to superannuation.

6. Where an employee who would have been entitled upon his retirement to the superannuation allowance, dies after having served for at least ten years continuously in the public service there shall be granted to his personal representatives or to a member of his family, a lump sum equal to one years' salary at the rate of the average yearly

salary of such employee during the last three years of his service, or a lump sum not exceeding the contributions made by him under this Act during his lifetime with interest at five per cent per annum compounded yearly which ever may be the greater.

Death of employee; when allowance payable to widow and children.

(*a*) Or, in case such employee dies leaving a widow or infant children under the age of eighteen years, one-half of the superannuation allowance to which such employee would have been entitled had he been superannuated at the date of his death shall be paid to the widow for her life or during her widowhood, but if the wife of such employee dies before him, or where having survived him, she dies or marries again leaving infant children by him, such half superannuation allowance shall be paid to those children of such employee if any, who shall not have attained the age of eighteen years, and until they do attain such age.

Death before having served ten years.

7. Where an employee dies while in the public service before having served for ten years, there shall be granted to his personal representatives, or to a member of his family, a lump sum equal to the total of the contributions made by such employee under this Act with interest at five per cent.

Retirement before being entitled to annual allowance.

8. Where an employee retires voluntarily from the service, or his office is abolished before the time when a superannuation allowance could be granted to him, the sums which have been deducted from his salary under this Act shall be forthwith returned to him with interest at the rate of five per cent.

Valuing perquisites, etc. for purposes of Act.

9. Where in addition to a cash salary an employee enjoys emoluments, perquisites or privileges incidental to his office, the Board shall fix the value of such emoluments, perquisites or privileges and the same shall be added to, and for the purpose of this Act shall be deemed to form part of his salary, and the deductions required by this Act shall be made upon that basis from the cash salary received by him.

Deductions from salaries for fund.

10. (1). Commencing with the month of application of this Act and thereafter, there shall be deducted from the salary of every employee coming under this Act, monthly an amount equal to the percentage of his salary according to the scale set out in subsection 2 of this section, and the amount so deducted shall be placed to the credit of the fund in the Dominion of Canada Public Service Superannuation Fund No. 5 Account.

Rate of percentage of deduction.

(3) The percentage to be deducted from the salary of an employee shall be as follows:—

(*a*) If the employee is in the public service at the time of the commencement of this Act and is less than twenty-one years of age, or enters the service after the commencement of this Act when he is less than twenty-one years of age—two and one-half per cent.

(*b*) If the employee is in the public service at the time of the commencement of this Act and is not less than twenty-one years of age nor more than twenty-six years of age—or enters the service after the commencement of this Act when he is not less than twenty-one years of age nor more than twenty-six years of age—two and three-quarters per cent.

(*c*) If the employee is in the public service at the time of the commencement of this Act and is not less than twenty-six years of age nor more than twenty-nine years of age—or enters the service after the commencement of this Act when he is not less than twenty-six years of age nor more than twenty-nine years—three per cent.

(*d*) If the employee is in the public service at the time of the commencement of this Act and is not less than twenty-nine years of age nor more than thirty-two years of age—or enters the public service after the commencement of this Act when he is not less than twenty-nine years of age nor more than thirty-two years of age—three and one-quarter per cent.

(*e*) If the employee is in the public service at the time of the commencement of this Act and is not less than thirty-two years of age and not more than thirty-five years of age—or enters the service after the commencement of this Act when he is not less than thirty-two years of age and not more than thirty-five years of age—three and one-half per cent.

(*f*) If the employee is in the public service at the time of the commencement of this Act and is not less than thirty-five years of age and not more than thirty-seven years of age—or enters the service after the commencement of this Act when he is not less than thirty-five years of age nor more than thirty-seven years of age—three and three-quarters per cent.

(*g*) If the employee is in the public service at the time of the commencement of this Act and is not less than thirty-seven years of age nor more than thirty-nine years of age—or enters the service after the commencement of this Act when he is not less than thirty-seven years of age and not more than thirty-nine years of age—four per cent.

(*h*) If the employee is in the public service at the time of the commencement of this Act and is not less than thirty-nine years of age and not more than forty-one years of age—or enters the service after the commencement of this Act when he is not less than thirty-nine years of age nor more than forty-one years of age—four and one-quarter per cent.

(*i*) If the employee is in the public service at the time of the commencement of this Act and is not less than forty-one years of age nor more than forty-three years of age—or enters the service after the commencement of this Act when he is less than forty-one years of age and not more than forty-three years of age—four and one-half per cent.

(*j*) If the employee is in the public service at the time of the commencement of this Act and is not less than forty-three years of age and not more than forty-five years of age—or enters the service after the commencement of this Act when he is not less than forty-three years of age and not more than forty-five years of age—four and three-quarters per cent.

(*k*) If the employee is in the public service at the time of the commencement of this Act and is not more than forty-five years of age—or enters the service after the commencement of this Act when he is not more than forty-years of age—five per cent.

Government's equivalent contribution.

11. Whenever any amount is credited to the fund by way of deductions from the salaries of the employees an equivalent amount shall be credited to the fund as the contribution of the Government thereto.

Interest on fund.

12. There shall be credited to the fund by the Government interest at the rate of five per cent per annum compounded annually, and such interest shall be made up as of the close of each fiscal year upon any balance at the credit of the fund as the contribution

of employees or of the Government at the commencement of the fiscal year and all sums contributed by the employees and by the Government during the year.

Deficiencies in fund, how made up.

13. Until the contributions by the employees and the Government are sufficient to equal the benefits provided for and payable to employees under this Act and thereafter whenever the amount at the credit of the fund is insufficient to meet the payments required on account of benefits to employees provided by this Act, the deficiency shall be made up out of the Consolidated Revenue Fund and the Government of Canada shall guarantee the solvency of the fund.

Cost of administration.

14. The costs of the administration of this Act shall be borne by the Dominion of Canada and shall be payable out of such moneys as may be appropriated from time to time by the Government of Canada for that purpose.

How superannuation allowance is to be calculated.

15. The superannuation allowance payable to any employee shall be calculated upon the average yearly salary of the employee during the last three years of his service and shall equal one-fiftieth part of such annual salary multiplied by the total number of years continuous service, including service previous to appointment by Order in Council where such service has been continuous, but not more than thirty-five years of service shall be reckoned.

Compulsory retirement at sixty-five years of age.

16. (1) Except as provided in subsection three of this section and subject to the provisions of sections 25 and 26, and notwithstanding anything contained in any Act relating to any department, branch, or office in the public service or in any other Act of this Dominion, every employee, no matter by what tenure, he holds office, shall retire from service of the Government upon attaining the age of sixty-five years.

Optional retirement at sixty and otherwise.

(2) An employee who has served for thirty years or more in the service of the Government or has attained the age of sixty years or after serving ten years his health is proved to be so impaired that it is impossible for him to continue in the service may be retired at his option or at the option of the Government and shall be entitled to the superannuation allowance hereinbefore provided.

Power to make exceptions as to compulsory retirement.

(3) Where the Governor in Council decides that it is in the public interest to retain the services of an employee who has attained the age of sixty-five years before or after the commencement of this Act, the Governor in Council may, with the consent of such employee, direct that he be continued in the service for a further period upon such terms as to remuneration during service, and as to superannuation or retiring allowance upon retirement as the Governor in Council may deem expedient.

Death of superannuated employee before receiving one year's salary or leaving widow or children.

17. Where an employee who is granted a superannuation allowance under this Act dies before having received in all an amount equal to one year's salary at the rate of his annual salary during the last three years of his service, there shall be paid to the personal representatives of such person, or to a member of his family, as the Board may direct, a sum equal to the remainder of such amount, or where such employee dies leaving a widow, or child under the age of eighteen years, one-half of the superannuation allowance to which the deceased was entitled shall be continued to the widow of such employee for her life or during her widowhood, but if such employee is a widower or if his wife, having survived him, remarries, such one-

half superannuated allowance shall be paid to the children of such employee, if any, who have not attained the age of eighteen years and until they have attained that age.

Widow under fifty marrying employee over sixty.

(a) Nothing in this section shall apply to a widow, under fifty years of age, of an employee to whom she was married after he reached the age of sixty years.

Employee over age retiring before reaching ten years' service.

18. An employee who is in the service of the Government at the commencement of this Act and who retires on account of having reached the age of retirement before he has been ten years in the service shall be paid out of the Consolidated Revenue Fund an amount equal to one-tenth of his last annual salary multiplied by the number of years he has been in the service.

Employees over age at time of commencement of Act after ten years' service.

19. An employee who is in the service of the Government at the time of the commencement of this Act and who is retired at any time after the passing of this Act on account of having reached the age of retirement after having been at least ten years in the service, shall receive annually as a superannuation allowance at least one-half of the salary which he was receiving immediately preceding his superannuation.

Manner of payment.

20. The superannuation allowance payable to any employee under this Act or to his widow or infant children shall be paid in monthly instalments in the manner hereinafter provided.

Interest of employee not liable to taxation, attachment, etc.

21. The interest of any employee in the fund under this Act or in any retiring allowance or pension payable out of the fund shall be exempt from Dominion and municipal taxes and shall not be subject to garnishment or attachment or seizure or any legal process and shall be unassignable.

Board, how composed.

22. This Act shall be administered by a Board to be known as the Dominion of Canada Public Superannuation Board which shall consist of:—

A Chairman appointed by the Government.
A Vice-Chairman appointed by the Employees.
Two representatives appointed by the Government.
Two representatives appointed by the Employees.

Board to report on superannuation.

23. No employee shall be entitled to receive any payment on account of superannuation allowance until the Board has reported that he is entitled thereto under the provisions of this Act.

Regulations of Board.

24. The Board, subject to the approval of the Governor in Council, may make regulations,—

(a) Providing for the proofs to be furnished before granting any allowance under this Act;

(b) Generally for the better carrying out of the provisions of this Act.

Superannuation compulsory.

25. Superannuation shall be compulsory for every employee eligible therefor and to whom it is offered by the Board and such offer shall in no manner be considered as a censure upon an employee.

Regulations by Government.

26. Where a question arises as to the application of this Act to any officer, clerk or servant in the employment of the Government or as to any class of employees, the same shall be determined by the Board.

Payments and credits out of Consolidated Revenue Fund.

27. (1) The payments and credits required to be made by the Government by way of contributions to the fund and for interest and the benefits payable under this Act to employees or their representatives, and the costs and expenses incurred in the administration of this Act shall be payable out of the Consolidated Revenue Fund.

How payments to be made.

(2) The payment of any benefit to an employee or his representatives under this Act, and the payment of the expenses incurred in the administration of the fund shall be made upon a requisition in writing signed by the chairman and vice-chairman of the Board and directing the issue of the cheque of the Finance Minister for the amount named in the requisition, and such direction shall be final and conclusive, and the cheque of the Finance Minister shall be issued for the amount stated in the requisition and the Auditor shall countersign the same, anything in the Audit Act to the contrary notwithstanding.

Annual statement to Parliament.

28. There shall be laid before the Dominion Parliament within one week after the commencement of each Session a return showing:—

(*a*) The names of all civil servants who have retired from the public service, or who have died during the last preceding fiscal year;

(*b*) The offices held by them or the nature of their employment respectively;

(*c*) The amount of salary paid to each at the time of retirement or death;

(*d*) The age of each at retirement;

(*e*) The cause of retirement in the case of any one retiring before attaining the age of sixty-five;

(*f*) The amount of superannuation or other allowance granted in each case;

(*g*) All regulations made under this Act.

Employees under other funds.

Any employee to whom this Act applies, and from whose salary deductions have been made under previous superannuation acts or under the Retirement Fund Act, shall have the total amount of such deductions refunded with accrued interest.

EXHIBIT H

(Submitted by Mr. Geo. A. Mountain)

THE INSTITUTE BULLETIN

Issued by The Professional Institute of the Civil Service of Canada

OTTAWA, CANADA, March 5th, 1922.

NOTE.—The subject matter of this Bulletin, concerning the reclassification of the Canadian Civil Service, represents the viewpoint of the large majority of the Institute members. It should be noted, however, that there is a minority of the membership holding views which are opposed to certain features of the recommendations of the Committee on Reorganization as quoted in this issue.—Editor.

CLASSIFICATION OF THE PROFESSIONAL SERVICE

The present classification of the Professional and Technical Service does not always grant equal compensation for positions having equal qualification requirements and entailing similar duties and responsibilities. The efforts which the Civil Service Commission has made to correct the mistakes in the original classification are deeply appreciated by the Professional Service, but even yet there is felt to be some injustice not only in the grading of some individual positions but in some cases in the relative treatment of whole groups of positions.

APPENDIX No. 5

The uneven grading of the lower and middle ranks of the Technical Civil Service would appear to be an anomaly and one which has produced in the past, and will continue to produce as long as it is maintained, injury to the service. When trained scientific men, with the same qualifications and similar duties and responsibilities, receive different rates of pay, there is naturally a feeling of injustice and discontent no matter what the actual amount of the salary may be.

There is an equal need for highly trained research in many branches of technical work. All research requires the best ability and training that can be brought to bear upon it; the requirements for research and technical work and the administration of them exist generally no matter in what department of science the work may be located. For the lower and middle ranks equivalent positions often require similar training and entail similar responsibilities. As a rule they should receive equal compensation.

DISCRIMINATION IN SALARY

One of the unfortunate features of the present situation is that some branches of our technical service appear to have been discriminated against in the matter of salary, both in the past and under the present classification. It must be emphasized that these sections of the service may need the highly trained research fully as much as others, and many of the men now employed therein, although well trained and of long practical experience, must content themselves with the lower salary scale or leave the service. The system proposed appears to provide a basis upon which a fair and even development of the service can be secured.

It should be pointed out here that some sections of the technical service will require a smaller proportion of the higher positions than others. The proposal only calls for equal rank and pay when the qualifications and duties are of equal value.

It is recognized that among the higher positions some involve particularly heavy responsibilities and require exceptional training and ability. These positions should in justice have higher salaries attached to them. The justice of applying a differential to particular positions in the highest ranks is recognized. It should not be overlooked that research positions, calling for training and ability in investigation of a particularly high character, may require special consideration even though unaccompanied by much responsibility of administration.

Those in favour of this classification proposal believe that the adoption and application of its underlying principle—a fair relative treatment of all scientific professional work would provide a satisfactory basis for the classification of professional and technical positions.

It may be objected that under this system some men now in the service would receive more than they are entitled to by their qualifications. This will be true to a limited extent. It must obtain in some measure in the application of any system of classification based upon positions alone. It is in any case a matter of little moment, since it would affect very few, and, looking to the future of the service, we could obtain by this system an even and properly graded development of the whole technical service.

The proposal was submitted to the Executive of the Institute in the form of a memorandum in the report of last year's Committee on Reorganization. This report was debated at length in the annual meeting of the Council in November last, and finally adopted by the delegates on vote of 28 to 8.

An abridged copy of the committee's report, showing its essential features, is printed in this bulletin.

The scheme proposed that the Civil Service Commission and the Government Departments in consultation prepare an organization plan for each depart-

ment, showing the relative standing of the classified professional and technical positions and the application of the personnel; that each position be placed in one of the six selected grades to which definite qualification requirements have been set, the positions in each grade being given a uniform title in so far as is feasible; that the salary range be the same for all positions for which the maximum salary has been left unstated. The salary ranges recommended are shown in table on page 7.

The groups favouring the proposal were each asked to submit to the Secretary a classification plan, showing the application of their positions to the six grades of the scheme. About half of the groups have prepared these plans, and, while not all of them are complete, they will serve to indicate the feasibility of the general proposal.

In accordance with the direction of the Advisory Council the Reorganization Committee prepared a memorandum for submission to the Civil Service Commission, asking for the application of the proposed classification scheme to the groups which are in favour of it. This memorandum came before the meeting of the Advisory Council on March 7th, and was approved for transmission to the Civil Service Commission.

Recommendations of Committee on Reorganization

The present classification, about which there has been so much discussion, does not make demarcation between Departmental Organization and the Classification of Personnel. It also provides widely differing rates of pay for those who have had exactly similar preliminary training in school, college, university and field.

Members of the Institute have carefully studied the subject of Civil Service Classification, and have reached certain very definite conclusions in regard to the questions of organizations and classification as they affect professional men. On the basis of these conclusions they desire to submit the following three definite recommendations. They are satisfied that the acceptance of these recommendations, followed by immediate and direct action in accordance therewith, will eliminate almost entirely the present dissatisfaction and unrest which persists throughout the entire scientific professional service. Such action will immediately result in increased efficiency, largely for psychological reasons.

In respect to Organization for Administrative Service the uniform application of the following terms is recommended:—

Recommendation I.

(*a*) Department—To denote a Principal Division of the Government Service (present usage).

(b) Bureau—To denote a Master Subdivision of the larger Departments, where several major subdivisions (Branches) are grouped under one administrative head.

(*c*) Branch—To denote the Principal Major Subdivisions of all the Government Departments (present usage).

(*d*) Division—To denote the Minor Subdivisions of the various Branches of the Government Service (present usage).

(*e*) Position Designation—To denote *Special Positions* within the Division in accordance with the professional requirements of each position (Bureau Chief, Director, Division Chief, etc.). This designation may be further modified by a term to indicate the professional classification rank of the individual incumbent (*e.g.*, Assistant Chemist, Associate Engineer, Civil, Hydraulic, or Mining Engineer). It is to be noted further that the organization of some divisions may require several

professional men of equal attainments. One of these would normally be designated Chief of Division for organization purposes, while the others would retain their professional titles only. The salary schedules of these men would be on the same basis. Under some circumstances cases might arise where the services of a high-grade technical man of a professional standing higher than that of the administration official were required. In such cases these specialists would naturally be graded professionally in accordance with their attainments.

RECOMMENDATION II.

In respect to the Classification of the Scientific Professional Service:

The various duties of a professional nature required by the several departments of the Government service are all performed by individuals who have proceeded through more or less well defined parallel courses of training, and who eventually have become proficient in their several lines of endeavour. The primary training is the same for all. Much of the intermediate training is also the same for all. Differentiation may begin near the end of the college training but the real divergences and differences must begin after the completion of the college course. It will be noted that no account is taken of the characteristics of the individual which, in the higher professional ranks, are frequently of the utmost importance in determining the efficiency of the individual and the value of his services.

Because of the unformity of training accorded all professional men at the beginning of their careers, and because specialization and real differentiation begin only with actual experience acquired subsequent to the basic training, the Professional Institute makes the following recommendations in respect to the Classification of the Professional Service for organization purposes. It is to be noted, further, that where titular sub-classes are designated by adjectives, exactly the same division of the class can be obtained if a numbered grade is used. The Institute attaches no significance to the nomenclature employed, but desires to stress the necessity for uniformity of grading. The educational qualifications required for the lowest grade would correspond to the degree of Bachelor in Science or in Arts from a recognized University; these requirements with seven years practical experience after graduation shall be the minimum requirements for the central position; the degree of Doctor in Science or in Philosophy will be considered the equivalent of four years practical experience. The relative standing of the grades proposed by the Professional Institute is shown in Table on page 5.

(a) It is recommended that all Scientific Professional positions be included in one class designation.

(b) It is recommended that the various stages in the training of the individual and in the responsibilities of office be indicated by a selected series of grades or sub-classes. These sub-classes may receive titular designations or may be numbered grades. If titular sub-classes are desired the following principal designations are recommended—Junior, Assistant, Associate, Key Position (Central), and Senior. In addition to these terms, Student and Director might be employed where required by departmental organization.

(c) It is recommended that the salary ranges be the same for all the professional sub-classes or grades, including and below the central position.

(d) It is recommended that the salary range for professional positions above the central position be based on the requirements of the departmental organization and on the personal qualifications of the specific individual to whom the duties of the position are assigned.

The acceptance of the above recommendations with respect to classifications and their application to the Scientific Professional service will accomplish at least four desirable ends almost immediately:—

(e) The situation will be clarified by the separation of Departmental organization from the classification of personal service.

(2) Only one class, with five sub-classes or grades is required to effect the classification, for grading purposes, of all positions in the Scientific Professional service. Minute differences and several hundred classes, as now established, will be eliminated and it will be unnecessary to establish new classes, greatly to the satisfaction of all concerned.

(3) The classification will be brought into complete accord with parallel classifications which are in use in nearly every country of the world and which have stood the test of time and experience.

(4) The adoption of a uniform classification and salary schedule for all professional men will eliminate most of the present dissatisfaction and unrest in the scientific professional service.

RECOMMENDATION III

The recommendation of the Professional Institute in respect to salary ranges is given in the table on page 7. Other salary ranges for parallel positions including certain ranges already adopted by the Civil Service Commission, are shown for comparison. The higher sub-classes are provided chiefly for professional specialists and technical administrative heads. The special requirements of the positions are features of departmental organization which primarily have no bearing on the actual classification of professional men.

Departmental organizations naturally may require the maintenance of branches of unequal responsibility. Provision should be made for the selection of administrative heads of divisions and branches from any one of the three higher sub-classes or grades, in accordance with the requirements of the departmental organization in specific cases. This can be done without in any way departing from the principle of these recommendations since the titles here used apply to the classification of personnel, and not to departmental organization. Organizations require a series of separate and distinct titles more or less indicative of the responsibilities of the office involved. There seems little reason for the establishment of wide differences in pay between th non-administrative central and senior sub-classes and administrative positions requiring officials of the same professions and sub-classes.

ILLUSTRATIVE SCHEDULE

Departmental Organization (Showing approved titles)	*Classification of Professional Personnel (Showing Grades or Sub-Classes)*
Bureau Chief	Grade VI
Head of Branch Director Superintendent	Grade V or VI
Associate head of Branch Assistant Director Assistant Superintendent	Grade V
Chief of Division Central professional office Senior professional office	Grade IV or V
Other sub-classes as required each office indicated by sub-class title prefixed to professional designation, or by grade and profession only.	Grade III to I

APPENDIX No. 5

In the United States Federal Service progress is apparently being made in the securing of legislation to overcome the discrepancies in classification and discrimination in salaries being paid in the Professional and Scientific Service. The Lehlbach Bill, representing the report of the Committee of Congress on Classification, was passed by the House on December 15 last, by a vote of 244 to 65. The bill was thereupon sent to the Senate, which referred it to its own Committee on Classification in the Civil Service.

On February 6 last the Senate Committee, through its Chairman, Senator Sterling, reported the Sterling Reclassification Bill. This Bill, while closely following the provisions of the Lehlbach Bill, reverts largely to the higher schedule of salaries as suggested by the Civil Service Commission. The Sterling Bill also extends to a number of additional positions the status of professional service.

The provisions of the Lehlbach Bill, as they affect the Professional Service, are quoted in full herewith:

The Lehlbach Bill

PROFESSIONAL SERVICE

The Professional Service shall include all classes of positions, the duties of which are to perform apprentice, routine, advisory, administrative or research work which is based upon the established principles of, and which require training in, a recognized profession. Positions in the following callings, when requiring professional training equivalent to that represented by graduation from a college or a university of recognized standing, shall be regarded as in the Professional Service: Accountancy, agricultural economics and marketing, architecture, astronomy, bacteriology, biology, chaplaincy, chemistry, child hygiene, civil-service examining, dentistry, dietetics, education, engineering, forestry, geology, history, law, library science, mathematics, medicine, metallurgy, meteorology patent examining, pathology, pharmacy, physics, political science, social economics, statistics, therapeutics, translating and veterinary science. The specific mention of these callings however, shall not be construed to exclude other callings which are to an equal degree professional.

Grade one, which may be referred to as the junior professional grade, shall include all classes of positions in this service, the duties of which are to perform under immediate supervision the simplest kinds of work requiring professional training. The annual rates of compensation for classes of positions in this grade shall be $1,620; $1,740; $1,860 and $1,980.

Grade two, which may be referred to as the assistant professional grade, shall include all classes of positions in this service the duties of which are to perform under general direction assigned professional work requiring professional training and previous experience but not the exercise of independent judgment. The annual rates of compensation for classes of positions in this grade shall be $2,100; $2,280; $2,460 and $2,640.

Grade three, which may be referred to as the associate professional grade, shall include all classes of positions in this service the duties of which are to perform independently or with a small number of subordinates in the junior or assistant professional grade, or with other subordinates, responsible professional work requiring extended training and considerable successful previous experience. The annual rates of compensation for classes of positions in this grade shall be $2,820; $3,060; $3,300 and $3,540.

Grade four, which may be referred to as the full professional grade, shall include all classes of positions in this service the duties of which are to perform independent and highly expert professional work, or to be responsible for the

administration of a minor division of a large organization, or a major division of a small organization doing such work. The annual rates of compensation for classes of positions in this grade shall be $3,720; $4,020; $4,320 and $4,620.

Grade five, which may be referred to as the senior professional grade, shall include all classes of positions in this service, the duties of which are to act as assistant head of a large professional organization, or as administrative head of a major division of such an organization, or as a head of a small professional organization, or to serve as a consulting specialist, or to carry on the most advanced professional research. The annual rates of compensation for classes of positions in this grade shall be $4,860; $5,150 and $5,460 unless a higher rate is specifically authorized by law.

Grade six, which may be referred to as the chief professional grade, shall include all classes of positions in this service the duties of which are to act as technical and administrative head of a major professional or scientific bureau. The annual rates of compensation for positions in this grade shall be $5,400; $6,000 and $6,600, unless a higher rate is specifically authorized by law.

The Sterling Bill

Under the above bill the Professional and Scientific Service includes also editing, illustrating and nursing. The qualifications and duties are otherwise identical with those of the Lehlbach Bill. The Salary schedule is as follows:

Grade 1. Junior Professional Grade: $1,800, $1,920, $2,040, $2,160.

Grade 2. Assistant Professional Grade: $2,340, $2,520, $2,700, $2,800.

Grade 3. Associate Professional Grade: $3,120, $3,360, $3,600, $3,840.

Grade 4 Full Professional Grade: $4,140, $4,440, $4,740, $5,040.

Grade 5. Senior Professional Grade; $5,400, $5,700, $6,000, unless a higher rate is specifically authorized by law.

Grade 6. Chief Professional Grade: $6,000, $6,600, and $7,200, unless a higher rate is specifically authorized by law.

The table on page 7 shows in condensed form the grading of the Professional Service recommended by the Professional Institute, the salary schedules, annual increases and time required to reach the maximum. For comparative purposes the proposed salary schedules for the same subdivisions of the professional service in the United States are printed, as also the salary schedules of other profesional services.

It will be noted that the range of salaries suggested by the Professional Institute is well within that which is placed upon the value of the services of the professional men in the United States by the highest governing body in our neighbouring country.

COMPARATIVE TABLE OF SALARY SCHEDULES

Titular Designation	Professional Institute Recommendations				United States Recommendations			Other Services*			
	Sub-class schedule	Time	Annual increase	Grade	Original proposed schedule	Lehlbach schedule	Sterling schedule	Actuarial service	Royal Military College	Engineering service	McGill University
Junior	$1680–2040	3	$120	I	$1800–2100	$1620–1980	$1800–2160			$1620–2580	$1500–2200
Assistant	2160–2880	6	120	II	2400–3000	2100–2640	2340–2880		$2340–2820	2700–4140	2000–3000
Associate	3000–3480	4	120	III	3240–3840	2820–3540	3120–3840	$2880–3600	2940–3660	4320–5760	3000–4000
Central	3600–4560	4	240	IV	4140–5040	3720–4620	4140–5040	3960–4500	3840–4560	5940–7860	3800–5000
Senior	4800–5700	3	300	V	To be set by Congress	4860–5460	5400–6000†	4500–5400	4980–5520	8100 and up	
Senior (highest rank)	6000 and up			VI	"	5400–6600	6000–7200†				

*The Professional Service of the Royal Military College and of other educational institutions is paid for part time service only. On an average five months' holidays are allowed that can be devoted to private enterprise. Toronto University pays heads of departments $6000 per annum, or $1000 more than is paid at McGill. A professor receives $5200, as compared with $4000 at McGill, and other positions are also paid at proportionately higher rates.

†Unless a higher rate is specifically authorized by law.

An Editorial Group

With the purpose in view of forming an Editorial Group of the Institute a meeting of the leading representatives of the editorial service was called. Dr. Swaine, President of the Institute, addressed the meeting, explaining the aims and objects of the organization, and suggesting ways in which such a group could be of service to the Institute. He stated one of the chief needs was the issuing of a bulletin, whereby the members could be kept informed on the activities of the Institute.

The suggestion was favorably received, and at a later meeting a group was duly inaugurated. Mr. Albert Horton, of the Senate, was elected President of the group, with Mr. John Dixon, of the Natural Resources Intelligence Branch of the Department of the Interior, Secretary-Treasurer.

The Group has undertaken the responsibility of editing and publishing the Bulletin of the Institute. Under this arrangement efforts will be made to place information regarding the Institute before the members more regularly.

The Institute's Financial Position

The new financial year began on November 1st last with a credit balance of $919.29 from which, however, the expenses of the annual meeting and part of the travelling expenses of the regional delegates had to be met. The net cost to the Institute of the annual meeting was $326.55, and of bringing regional delegates $463; the latter would have been increased to $650 had the Alberta Group been able to send a representative.

The expenses for the current year to date, exclusive of the items above referred to, amount to about $210, principally for printing, stationery and secretarial expenses, the balance in the bank is $682, so that the institute is in a satisfactory financial position.

Fees. To date 47 fees which were outstanding for 1921 have been collected; a number of the remaining arrears are accounted for by members who left the Service shortly after election to the Institute, thus reducing the number of actual delinquents to 25.

It is hoped that the Group Secretary-Treasurers, having each received from the Hon. Secretary a list of the members of his Group, will proceed with the collection of fees without further request from the Hon. Treasurer. Some of the Group Secretary-Treasurers have already taken such action and 94 fees for the current year have been received to date.

EXHIBIT H1

(By Mr. Geo. A. Mountain)

THE INSTITUTE BULLETIN

Issued by The Professional Institute of the Civil Service of Canada

Ottawa, Canada, March 25, 1922.

Superannuation

This issue of the Institute Bulletin is devoted to the work of the Committee on Legislation, whose special attention has been directed to the consideration and preparation of a plan for a system of Superannuation adaptable to the Civil Service of Canada. Following the annual meeting the Committee, consisting of Messrs. Mountain, Lynch, Way, Cameron, Watson, Dodge, Stewart and Cud-

more, organized, with Mr. Mountain, who is a vice-president of the Institute, as chairman. The Committee have gone very carefully into all the features of superannuation, having before them several superannuation plans in use on railways and in banks, industrial concerns, etc. While the Committee passed on a great many points of detail, the fundamental points in the memorial were the ones submitted for the consideration of the Government. The Committee of the Institute have reported at every meeting to the Executive and also to the Advisory Council and have reached the point where the memorial has been submitted to the Government and an acknowledgment received. The Committee on Legislation are now carefully considering all details in connection with superannuation, so as to be ready, if called upon, to give advice or assist in formulating the Act.

The matter was brought to the attention of the Government in the following letter:

Memorial of the Professional Institute of the Civil Service of Canada

To the Honourable WILLIAM LYON MACKENZIE KING, C.M.G., M.A., L.L.B., Prime Minister of Canada.

Sir,—The members of the Professional Institute of the Civil Service of Canada, approximately eight hundred in number, an Institute formed for the purpose of promoting the welfare of its members, to maintain high professional standards, and to enhance the usefulness of the service to the public beg leave to bring to your attention the matter of Superannuation, which intimately concerns their welfare and efficiency as public servants.

In directing the attention of the Government to the important matter of Superannuation it might not be amiss to review certain features in connection with it. For instance, every important bank in Canada has its pension fund; also, the vast majority of Governments, all principal Railways and nearly all our larger industrial corporations have declared for the principle by establishing Superannuation Funds of their own. It is an unanswerable inference from these facts, that the corporations in question must consider it good business to maintain Superannuation Funds, realizing that thus only can efficiency of their staffs be maintained.

All the reasons that prompt private corporations to establish Superannuation Funds apply with even greater force in the case of such a body as the Civil Service. To establish superannuation is not alone to confer a boon upon Civil Servants; it will confer a much greater boon upon the Government, by maintaining efficiency in the largest administrative and executive body in Canada. It is upon these broad grounds that the members of the Institute solicit from the Government the fullest consideration of this most important matter; and in doing so not only can we point to foreign Governments, banks, railways and industrial corporations, but still nearer home do we find the principle of Superannuation well recognized.

The fundamental questions of Superannuation, which we beg leave bring to your attention are, in our opinion as follows:—

(1) A measure of superannuation providing for contributions.
(2) That provisions should be made in any Superannuation Act for payment of pensions to widows and children.
(3) That there should be no complete confiscation of contributions.
(4) That the age of retirement should be definitely fixed.

(5) That the Professional Institute of Civil Servants of Canada should be given an opportunity of discussing in detail any measure of Superannuation, before its introduction, the Institute having in its possession a large amount of detail on the question of Superannuation.

On behalf of the Professional Institute of the Civil Service of Canada, We have the honour to remain, Sir,

Your obedient servants,

Signed by the President and Secretary of the Institute and the Chairman of the Committee on Legislation.

OTTAWA, February 27th, 1922.

In the present instance it is unnecessary to make out a case for superannuation for public employees: it is now admitted on all hands that, apart from the actual and direct day-to-day remuneration for service rendered and the general conditions of employment, there is no factor of greater importance in the interests of efficiency and economy than a well-devised superannuation scheme. Employees do become incapacitated through ill-health or old age and experience has proved the impracticability of removing them from the pay list unless some reasonable provision is made for them.

While a scheme of superannuation is important, it is also of importance that whatever is done in that regard may be done with an intelligent appreciation of the needs and requirements of the Public Service. No narrow or short-sighted view can usefully be taken. The Government of Canada will be in business for a long time, and no temporary gain or transitory improvement, viewed either from the standpoint of the Civil Servant or the Administration is of any real practical importance. The needs of the future Public Service, no less than the pressing necessities of the present, must be kept in mind. Whatever is done should be done with a deft hand and in a generous spirit. Before the maximum in the way of a contented and efficient Public Service can be realized, something must be done to mobilize the good-will and enthusiasm of Civil Servants. Conditions must be established so as to enable those with gifts for service and a passion for service to give the best that in them is to their country. By dealing with the superannuation problem in a proper manner much may be done toward accomplishing these ends. Anything in the nature of a downward thrust to the moral enthusiasm of employees is to be studiously avoided.

SUPERANNUATION IS PRACTICAL

There are many good schemes of superannuation, and perhaps no scheme can be said to be the best to the exclusion of all others. Superannuation is a practical problem, or perhaps it would be better to say that it is part of a larger practical problem, namely, the efficient and satisfactory management of the Public Service,—of the country's business. Being thus a practical matter it is unnecessary and inadvisable to go unduly into the fanciful or the theoretical, either as to the justification of any such feature in the Public Service administrative machinery or in determining what the details of any such scheme should be. Practical considerations are of first importance, but practical ends can best be attained by adherence to sound principles.

Broadly stated, the main problem of superannuation is quite simple and plain: it is merely a question of making reasonable provision for those who, in early life, fall into permanent ill-health or who, on account of age, should be removed from the Service. The first thing then is to devise a system of benefits payable in the various contingencies which may make it desirable that the individual should be removed from the Service, and then some proper means

must be found for financing these benefits. Stated in this way, the problem seems quite simple, but in practice it is impracticable to devise benefits which will reasonably well meet the needs of every case without counting difficulties and dangers which might go far to defeat the scheme of its primary usefulness. The problem is to find the proper balance between what is theoretically desirable and what is wise, prudent and expedient in practice.

TO PROVIDE FOR THOSE AT PRESENT IN SERVICE

It may be said that the orthodox method of procedure is to devise a scheme for the future entrants and then, as nearly as may be in harmony with the fundamental scheme, devise ways and means of making the scheme applicable to present employees. It is a comparatively simple matter to devise good schemes which would well meet the needs of the future entrants. Moreover, they are as yet inaudible, and, even if the scheme might not be the best possible, nothing will be heard from them. By the time they arrive in sufficient numbers to be heard, they will have taken account of, and will have become adjusted to, the scheme of superannuation as well as to all other conditions of employment. Therefore, so far as the future entrants are concerned, it will be sufficient and satisfactory if the problem is solved by the introduction of any really good measure. The main difficulty always encountered in devising any measure of superannuation arises when one begins to consider what should be done in respect of the present employees, and in the case of the Public Service of Canada the problem is far more difficult than that usually encountered. The present employees, from a superannuation point of view, belong to several distinct and well defined classes. There are employees under each of the two old Superannuation Funds, the second of which was closed to new entrants in 1897; there are the contributors to the Retirement Fund, many of whom have temporary service to their credit, in some cases many years; and then the matter has, in some respects, been further complicated by what is known as the Calder Act. The difficulties in respect of the present Service being what they are it is well to consider whether the problem cannot best be solved by departing somewhat from the orthodox procedure by giving, in devising the fundamental scheme, reasonable consideration to existing conditions, provided always that the scheme finally devised will well meet the needs of the future entrants.

The Committee of the Institute on Superannuation, (in co-operation with the Committee of the Civil Service Association,) have devoted some considerable attention to the subject and have come to some conclusions, necessarily tenative, and subject to modification and amendment should further study and investigation make amendment or modification seem necessary; but, with this clearly understood, it is thought well to present these tentative conclusions to members of the Institute.

BENEFITS TO DEPENDENTS

In the first instance the Committee gave consideration to a scheme so designed that each individual future entrant would pay for, as nearly as may be, one-half the benefits he and his dependents would enjoy under the scheme. So far as future entrants are concerned, the scheme leaves little to be desired. In its application to the present Service it was found that several arbitrary modifications would be necessary, especially in view of the very large increases in salaries necessitated in recent years by the increased cost of living. The effect of the modifications would be to make the scheme as applied to each of the various classes of the present Service differ, especially from an administrative point of view, somewhat widely from the fundamental scheme. It was felt this was undesirable, especially as it might give rise to dissensions in the Service. It was thought better to proceed in a simpler manner, having more

regard for existing conditions, and the lines along which Civil Servants and others are accustomed to think in regard to such matters. It is an undoubted advantage if anything of this sort can readily be understood in its practical effect by So far as future entrants are concerned, the scheme leaves little to be desired. regard for existing conditions, and the lines along which Civil Servants and others those to whom it is to apply. It is important that any measure which may be introduced should go into effect as automatically as possible, without causing any material dislocation in work or thought. Clearly, dissension, disorganization, dissatisfaction and strife are to be avoided.

The Committee have been much impressed with the great simplicity in inception and in administration, of what is known as the free pension scheme. Practically all that is necessary to be done is to decide upon reasonably satisfactory benefits and the problem is solved. Present employees would not need to exercise any option in the matter as no right or privilege they now have would be taken from them: the scheme would go into effect automatically and with perfect simplicity. At the same time it was recognized that the modern tendency is away from free pension schemes; that such schemes do not usually give sufficiently thorough-going benefits; that on the whole it would probably be unwise to endeavour to get so-called free pensions. But it has been thought well to endeavour to retain as far as possible the simplicity and automaticity which obtains in the inception of free pension schemes.

SUGGESTED BASIS OF CONTRIBUTIONS

The Committee have also been impressed with the simplicity of the uniform-percentage-of-salary-contribution; and as practically all employees now without superannuation benefits are paying 5 per cent to the Retirement Fund, and as the administrative machinery and the individuals concerned have become adjusted thereto, this rate of contribution naturally suggests itself as the most appropriate to adopt, provided an additional 5 per cent, approximately, from the Government will provide reasonably satisfactory benefits, assuming of course that the Government will be prepared to make approximately the same contribution as employees. Calculations have not yet been made, but from certain rough estimates available it would seem 5 per cent by employees and about 5 per cent by the Government would provide fairly good benefits, but not higher in every respect than may be found in all other schemes.

Finally, the Committee have been impressed with the advantages of giving weight to the salary over a period of years prior to retirement in determining benefits, rather than the average salary throughout the whole period of service, which was the basis in the scheme first considered, provided this period is sufficiently long practically to eliminate the practice of arranging increases in salary in anticipation of retirement so as to increase the superannuation allowance. It is thought the average salary over a period of ten years would serve every good purpose. By adopting some such basis less difficulty will be experienced in applying the scheme to the present Service than would be experienced were the average salary throughout the whole period of Service adopted.

With this preliminary, it may be said that consideration was given to two schemes, each adhering to the above principles, but as the Committee favour the simpler of the two it is thought sufficient to here outline that one alone. As above stated the conclusions are tentative, and the benefits suggested are largely illustrative; for, until calculations are made, or until it is known what the Government is prepared to contribute, nothing of a definite character can be set forth. It will, however, help to make more clear what the Committee have in mind if concrete, though tentative, proposals, are set forth.

APPENDIX No. 5

As Respects Future Male Entrants to the Service—Contributions to be 5 per cent of salary. In event of ill-health or old age, an annual allowance of say, for the sake of illustration, 1-50th of the average salary for the preceding ten years of service multiplied by the number of years of service, with, say, half, or perhaps less, continued to the widow and allowances to children. In the event of voluntary retirement it is suggested that the employee should have the option of (1) taking his contributions without interest, or (2) having conserved to him the right to the allowance, in event of subsequent ill-health or on attaining the retirement age to which his period or services up to time of voluntary retirement would entitle him.

As Respects Present Male Contributors to the Retirement Fund:—It is suggested that the scheme might be made applicable to them in the following ways: First, any employee who, at the inception of the scheme, should assign to the New Superannuation Fund the accumulated amount to his credit in the Retirement Fund and also his future 5 per cent contributions would, as from that time on, benefit under the new scheme as though he had been under it from the time he came under the Retirement Fund; second, any employee who should prefer not so assign his contributions, or who might neglect to do so, would have the right on retirement, or his widow on his death in the Service would have the right to one-half the benefits determined as above for the period during which he was under the Retirement Fund, provided the accumulated amount in the Retirement Fund to the credit of the individual is then applied on a net cost basis to purchase additional benefits for himself or dependents.

It is thus seen no one would be deprived of his Retirement Fund rights and privileges unless he should so elect at the inception of the scheme; while if he should so elect he would not, as a consequence, be wholly deprived of benefits under the Superannuation Scheme, as he might, at time of retirement, purchase benefits on a net cost basis with any amount to his credit in the Retirement Fund, and, on so doing he would in addition become entitled to one-half the regular benefits under the scheme. The idea is to supplement, rather than to destroy, the Retirement Fund provision. By proceeding as above little new machinery would be necessary, and practically no dislocation in work or thought. The scheme would automatically apply to all Retirement Fund contributions unless at time of retirement they should positively prefer to take the accumulated cash to their credit in the Retirement Fund and forego the half portion of benefits provided for them under the scheme.

As Respects Temporary Service:—Clearly, if the Government is prepared to support a superannuation scheme to the extent of, say one-half, then temporary service should count as at least one-half without contribution; and it would seem not unreasonable that it should count for rather more than one-half, for during temporary service employees had no opportunity of contributing to any fund. It would simplify matters immensely if in the case of those contributing to the Retirement Fund the whole of any previous period of temporary service were counted in full without contribution. Much of course depends on the Government's views on the matter.

As Respects Contributors to the Old Superannuation Funds:—The main reason why they might wish to come under the new scheme is on account of the benefits to widows and children. In this regard there would be an advantage in having slightly lower benefits to the employee himself under the new scheme than under the old funds, for the larger benefits given up on transfer might be regarded as a contribution for the widow's benefits under the new scheme. After transfer their contribution would be 5 per cent instead of 3 or 3½ per cent as at present The reduction in benefit and additional contribution might be regarded as a quid

pro quo for the widow's benefit under the new scheme. If substantially the same benefit should be given under the new scheme as under the old funds, it would likely be necessary to charge a higher contribution than 5 per cent after transfer.

The above gives the broad outlines of the manner in which the Committee think the problem of superannuation could well be handled. It may be added, they have given favourable consideration to increasing the normal benefits, determined as above, depending on the number of children under, say, age 18, which a retired employee or a widow may have to support. Where there are children it seems reasonable that somewhat larger benefits should be given, even if it should mean some reduction in the primary benefit suggested. In the case of retired employees it would be necessary to keep benefits added on account of children within safe limits, so as not to offer too much inducement to improper retirements. The same objection does not arise in the case of widows.

It would seem more satisfactory administration could be achieved by a board consisting of certain permanent officials presided over by a Minister, all of whom would serve ex-officio. It would also be a great advantage if the contributions of employees and the Government were funded and invested, the benefits being paid from the fund instead of from the consolidated revenue as at present. The scheme would then be practically free from danger arising out of administrative exigencies at any particular time. Should the Government wish to borrow any part of the money in the Fund at any time, it could be loaned for definite periods the same as money is borrowed from the public by the sale of bonds. The real situation would thus be kept much clearer.

AGE OF RETIREMENT

The Committe have devoted much thought and discussion to the question of age at retirement, and their tentative conclusions in this regard may be stated as follows: It seems well that there should be a definite age beyond which no one would continue in the Service. As the same age may not be equally suitable for all classes of employees it is thought something should be done in the way of determining the most appropriate age for certain broad classes of occupation or groups of occupation. Also, it is thought some concessions should be made in respect of those now in the Service at middle and advanced ages, so that the otherwise rigid requirements of the measure may not strike them with too great suddeness. In general, it would seem age 65 is a sufficiently advanced age for retirement, with provision for continuance in special circumstances to, say, age 70. In the case of those now in the Service aged 55 and over it is thought they should have the right to continue in the normal course for ten years but not beyond 70. Anyone whose ten-year period should terminate before age 70 might be continued to age 70 in special circumstances as above.

To meet the requirements of special classes of occupations it is suggested that the Board or other administrative authority should have power, after the measure becomes effective, to make inquiry with a view to determining lower and more appropriate ages than age 65. In this way a needed flexibility would be introduced and the requirements of the Public Service better met.

The above will sufficiently indicate to members the progress so far made by the Committee on Superannuation.

APPENDIX No. 5

EXHIBIT J

(Submitted by Mr. F. W. Patterson)

ASSOCIATED FEDERAL EMPLOYEES OF CANADA

Draft Constitutions for Joint Councils

Joint Councils have proved successful in private industry.

Joint Councils have proved successful in other public services.

Joint Councils are now past the experimental stage.

The Civil Service Commission has failed in its attempts to solve civil service problems.

Deputy Ministers and Branch Heads are entitled to a voice in matters affecting their staffs.

Draft Constitution for Interdepartmental Joint Councils

GENERAL OBJECTS

1. The general objects of the Interdepartmental Council shall be to secure the greatest measure of co-operation between the Administration in its capacity as employer and the general body of the staff in matters affecting the whole or a considerable part of the Service, with a view to increased efficiency combined with the well-being of those employed, and further, to bring together the experience of different points of view respecting conditions of service.

FUNCTIONS

2. The scope of the Council shall comprise the Interdepartmental aspects of all matters which effect the conditions of service of the staff; and its functions shall include the following:—

(i) Provision of the best means for utilizing the ideas and experience of the staff.

(ii) Means for securing to the staff a greater share in and responsibility for the determination and observance of the conditions under which their duties are carried out.

(iii) Determination of conditions to govern the Service, e.g., recruitment, hours, tenure remuneration, organization, and principles of classification, promotion, discipline, appeal and superannuation.

(iv) To carry out reclassification and Interdepartmental reorganization when such shall be deemed necessary, and to call in practical advice from outside the Government Service, as required, for this purpose.

(v) The formation of plans for the further education of the staff, and their training in higher administration and organization.

(vi) The consideration of proposed or existing legislation having a bearing upon the welfare of the staff.

(vii) To refer problems to Departmental Councils for report on their Departmental aspects, and to co-operate with such Councils where necessary.

(viii) The consideration of recommendations submitted by Departmental Councils on questions having an Interdepartmental bearing.

(ix) To prescribe Rules of Order for all Joint Councils and Divisional, Dictrict and Branch Committees in the Federal Service.

(x) To amend the constitution of Departmental Councils as hereinafter provided.

3. In the event of a dispute between a Departmental Council and the Interdepartmental Council with respect to the right to deal with any question, the Cabinet shall decide the question of jurisdiction as between the disputant Councils.

MEMBERSHIP

4. The Interdepartmental Council shall consist of not more than fifty members, one-half to be appointed by the Government (the Official Side) and one-half to be elected by Civil Service organizations (the Staff Side).

5. In all cases representation on the Official Side and the Staff Side respectively, shall be equal.

6. *Eligibility.*—(a) Members of the Council on the Staff Side must be Civil Servants.

(b) Deputy Ministers, Assistant Deputy Ministers, and heads of major Branches shall not be eligible for election to the Staff Side.

7. The electorate for the Staff Side shall consist of all members of civil service organizations, provided that no employee shall be permitted to vote as a member of more than one organization.

8. It shall be open to the authorities appointing the respective sides of the Council to vary their representatives at any time. Where a representative cannot attend a meeting of the Council, an accredited substitute may be appointed for such meeting by the authority concerned; otherwise, it may be arranged to pair off with a representative of the opposite side.

9. New representatives shall present credentials from the authorities appointing them, before being seated at a meeting of the Council. The Chairman and Vice-Chairman shall constitute a standing Credentials Committee.

OFFICERS

10. *Chairman and Vice-Chairman.*—For the first year the Chairman shall be chosen by the Official Side from their own number, and the Vice-Chairman by the Staff Side in a similar way. After the first year the Chairmanship and Vice-Chairmanship shall alternate between the Staff Side and the Official Side. The Chairman shall preside at meetings of the Council, and in his absence, the Vice-Chairman shall preside.

11. *Secretaries.*—Each side of the Council shall appoint a Secretary, who may or may not be a member of the Council.

COMMITTEES

12. The Chairman and Vice-Chairman may appoint jointly such standing Committees, Occupational Group Committees, and Special Committees as may be required, and may delegate special powers to any Committee so appointed.

13. Standing Committees shall be composed of members of the Council. Group Committees shall not necessarily be composed of members of the Council, but shall consist of official representatives and representatives of the group or class concerned. Special Committees may or may not be composed of members of the Council.

MEETINGS

14. *Regular Meetings.*—Regular meetings shall be held every month. An agenda shall be circulated to all members not less than seven days before the

meetings of the Council. Business not on the agenda shall be taken only by permission of both the Chairman and Vice-Chairman.

15. *Special Meetings.*—A special meeting may be called by the Chairman on his own initiative or at the request of the Vice-Chairman. The business to be discussed shall be limited to matters stated upon the notice summoning the meeting.

16. *Time of Meeting.*—Meetings shall be held during regular civil service hours unless both sides of the Council shall consent to sit at some other time.

17. *Quorum.*—The quorum on each side shall be thirteen. A quorum on both sides shall be necessary.

18. *Agenda.*—Staff organizations shall notify the Staff Secretary of all matters which they wish placed on the agenda, and of the relative importance of such matters in the event that some of them may have to be postponed. The Cabinet and the Civil Service Commission shall similarly notify the Official Secretary of any matters to be placed on the agenda. The Secretaries shall constitute an Agenda Committee and shall draw up and circulate the agenda for regular meetings.

19. *Rules of Order.*—(a) The Interdepartmental Council shall draw up such standing orders and rules for the conduct of its business as it may deem necessary.

(b) Copies of such orders and rules shall be furnished to all Departmental Councils for the conduct of their business and that of their subsidiary Divisional, District and Branch Committees.

20. Minutes.—It shall be the duty of both the Official Secretary and the Staff Secretary to keep minutes of the preceedings of the Council. Minutes shall be read by only one of the Secretaries at each meeting, unless the minutes are challenged, when the minutes of the other side may be demanded, in corroboration or the reverse of the minutes challenged. At successive meetings the Secretaries shall alternate in reading the minutes.

21. *Publication of Proceedings.*—Only such statements as are issued under authority of the Council shall be published. A statement shall be authoriezd at the close of every meeting and shall be as full and informative as possible. Copies of this statement shall be furnished to both sides of every Departmental Council.

DECISIONS AND POWERS

22. No motion shall be considered to have carried unless it has been assented to by a majority of the Official Side and a majority of the Staff Side. Every member of the Council shall be entitled to vote. The Chairman may vote on all questions, but shall not have a casting vote.

23. Decisions shall be reported to the Cabinet by the Chairman and Official Secretary, and to the staff organizations by the Vice-Chairman and Staff Secretary.

24. Decisions shall be reported to the proper authorities on either side within ten days after the meeting at which they are reached.

25. Decisions of the Councils, unless incompatible with existing Civil Service legislation, shall be confirmed by Order in Council where necessary. They shall take effect as from a date thirty days after reported to the Official Authority unless it is otherwise provided in the Order in Council confirming them.

26. Where a decision is not compatible with existing Civil Service legislation, the question shall be submitted to the next regular session of Parliament following.

27. Decisions of the Council shall be without prejudice to:—

(a) The overriding authority of Parliament and the responsibility of the Cabinet.

(b) The responsibility of the staff side to its constituent bodies.

28. When a decision of the Council is vetoed by Parliament or by staff organizations, the Council shall be formally notified of such veto.

29. When the two sides of a Council are unable to agree on any question it may either be referred to a special committee for informal discussion, or to the Cabinet and the staff organizations for modifications of viewpoint, or both methods of reaching a solution may be adopted. Whatever procedure is adopted, those to whom the question is referred shall report back to the Council which shall then take up the question again, and reach some agreement.

GENERAL

30. *Finances.*—(a) Each side of every Council shall be responsible for its own expenses except that Civil Servants who are members of the Staff Side of the Council or of its Committees shall be given special leave with pay and transportation when attending meetings of the Council or of its Committees.

(b) All expenses common to both sides of the Council, shall be defrayed by the Government.

31. The Council shall have power to summon any employee or official to give information regarding any matter under consideration, or to present a case in person.

32. *Amendment of Constitution.*—(a) This Constitution shall be amended when thirteen votes on each side of the Council favour a proposed amendment. Notice of motion to amend the constitution must be given at a previous meeting, and the proposed amendment in full must be included in the agenda circulated before the meeting at which the vote is to be taken.

(b) The Interdepartmental Council shall have power to amend the Constitution of Departmental Councils by a similar procedure. Upon a recommendation being received from a Departmental Council for an amendment to the Departmental Council Constitution, the interdepartmental Council shall take steps to ascertain from all other Departmental Councils whether they favour the proposed amendment; and the Interdepartmental Council shall be guided by the results of this inquiry.

Draft Constitution For Departmental Joint Councils

GENERAL OBJECTS

1. The general objects of a Departmental Council shall be to secure the greatest measure of co-operation between the Administration in its capacity as employer, and the general body of the staff in matters affecting the Department, with a view to increased efficiency in the Department combined with the well-being of those employed; to provide machinery for dealing with grievances, and generally to bring together the experience of different points of view respecting conditions of service within the Department.

FUNCTIONS

2. The scope of Departmental Councils shall comprise the Departmental aspects of all matters which affect the conditions of service of the staff and their functions shall include the following:—

APPENDIX No. 5

(i) Provision of the best means for utilizing the ideas and experience of the staff.

(ii) Means for securing to the staff a greater share in and responsibility for the determination and observance of the conditions under which their duties are carried out.

(iii) Determination of conditions to govern the Service; e.g., recruitment, hours, tenure, and remuneration in as far as these matters apply to members of the staff of the Department.

(iv) The encouragement of the further education of the staff, and their training in higher administration and organization.

(v) Improvement of office machinery and Departmental organization; and the provision of opportunities for the full consideration of suggestions by the staff on this subject.

(vi) The consideration of proposed or existing legislation so far as it has a bearing upon the position of members of the staff in relation to their employment in the Department.

(vii) The discussion of the general principles governing superannuation; and their application to the members of the staff in the Department.

(viii) The adjustment of grievances arising out of classification or otherwise.

(ix) To report to the Interdepartmental Council on any matters which the latter Council may refer to Departmental Councils for report; as for example, in carrying out an Interdepartmental reorganization.

(x) The discussion of general principles of promotion, and of any case in regard to which it is represented by either side that such principles of appointment or promotion as have been put into effect, have been violated by the Civil Service Commission or in any way.

(xi) The discussion of general principles of discipline, and of any case in which disciplinary action has been taken, if it is represented by the staff side that such action has been in any way unjust or in contravention of any rules regarding discipline which may have been put into effect.

(xii) The appointment of Trial Boards to hear individual cases.

3. In the event of a dispute between a Departmental Council and the Interdepartmental Council, with respect to the right to deal with any question, the Cabinet shall decide the question of jurisdiction, as between the disputant Councils.

MEMBERSHIP

4. Each Departmental Council shall consist of not more than 14 members, of whom seven shall be appoited by the Minister or Head of the Department (the Official Side) and an equal number shall be elected by the organized employees of the Department (the Staff Side).

5. *The Official Side.*—The Deputy Head of the Department shall always be a member of the Official Side, and a majority of the members of the Official Side shall be permanent officers of the Department.

6. *The Staff Side.*—Members of the Staff Side must be Civil Servants, provided that a majority of the members of the Staff Side shall be employees of the Department. Where a large proportion of the employees of a Department are employed at other points than Ottawa, provision shall be made that both the headquarters and outside staff shall be represented.

Assistant Deputy Ministers and heads of major branches shall not be eligible for election to the Staff Side.

7. The Electorate for the Staff Side shall consist of all members of civil service organizations employed by the Department, and such organizations shall provide the machinery necessary to elect their representatives. Provided that no employee shall be permited to vote as a member of more than one organization.

8. It shall be open to the authorities appointing the respective sides of the Council to vary their representatives at any time. Where a representative cannot attend a meeting of the Council, an accredited substitute may be appointed for such meeting by the authority concerned; otherwise, it may be arranged to pair off with a representative of the opposite side.

9. New representatives shall present credentials from the authorities appointing them, before being seated at a meeting of the Council. The Chairman and Vice-Chairman shall constitute a standing Credentials Committee.

OFFICERS

10. *Chairman and Vice-Chairman.*—For the first year the Chairman shall be chosen by the Official Side from their own number, and the Vice-Chairman by the Staff Side in a similar way. After the first year the Chairmanship and Vice-Chairmanship shall alternate between the Staff Side and the Official Side. The Chairman shall preside at meetings of the Council, and in his absence, the Vice-Chairman shall preside.

11. *Secretaries.*—Each side of the Council shall appoint a Secretary, who may or may not be a member of the Council.

COMMITTEES

12. The Chairman and Vice-Chairman may appoint jointly such Standing Committees, Group Committees, and Special Committees as may be required, and may delegate special powers to any Committee so appointed.

13. Standing Committees shall be composed of members of the Council. Group Committees shall not necessarily be composed of members of the Council, but shall consist of official representatives and representatives of the group or class concerned. Special Committees may or may not be composed of members of the Council.

14. Departmental Councils shall have power to create Divisional, District, and Branch Committees, and to decide upon the nature and extent of their functions in accordance with and not to supersede the objects and functions enumerated in this Constitution. Provided, however, that the Departmental Council shall have no power to appoint any person to such committees.

15. Members of the Official Side of Divisional, District and Branch Committees shall be appointed by the Minister in the same way as members of the Departmental Council; and members of the Staff Side shall be elected by the organized employees in the Division, District, or Branch concerned.

MEETINGS

16. *Regular Meetings.*—Regular meetings shall be held every month. An agenda shall be circulated to all members not less than seven days before the meetings of the Council. Business not on the agenda shall be taken only by permission of both the Chairman and Vice-Chairman.

17. *Special Meetings.*—A special meeting may be called by the Chairman on his own initiative or at the request of the Vice-Chairman. The business to be discussed shall be limited to matters stated upon the notice summoning the meeting.

18. *Time of Meeting.*—Meetings shall be held during regular civil service working hours unless both sides of the Council shall consent to sit at some other time.

19. *Quorum.*—The quorum on each side shall be four. A quorum on both sides shall be necessary.

20. *Agenda.*—Staff organizations shall notify the Staff Secretary of all matters which they wished placed on the agenda, and of the relative importance of such matters in the event that some of them may have to be postponed. The Minister shall similarly notify the Official Secretary of matters to be placed on the Agenda. The Secretaries shall constitute an Agenda Committee, and shall draw up and circulate the agenda for regular meetings.

21. *Rules of Order.*—Departmental Councils shall follow such standing orders and rules for the conduct of business, as may be prescribed by the Interdepartmental Council as a uniform procedure for all Joint Councils and Divisional, District and Branch Committees in the Federal Service.

22. *Minutes.*—It shall be the duty of both the Official Secretary and the Staff Secretary to keep minutes of the proceedings of the Council. Minutes shall be read by only one of the Secretaries at each meeting, unless the minutes are challenged; when the minutes of the other side may be demanded, in corroboration or the reverse of the minutes challenged. At successive meetings the Secretaries shall alternate in reading the minutes.

23. *Publication of Proceedings.*—Only such statements as are issued under authority of the Council shall be published. A statement shall be authorized at the close of every meeting and shall be as full and informative as possible. Copies of this statement shall be furnished to the two sides of the Interdepartmental Council.

DECISIONS AND POWERS

24. No motion shall be considered to have carried unless it has been assented to by a majority of the Official Side and a majority of the Staff Side. Every member of the Council shall be entitled to vote. The Chairman may vote on all questions, but shall not have a casting or deciding vote.

25. Departmental Councils shall not have the power of deciding on any question of general principles having an Interdepartmental bearing. They may, however, pass recommendations on such questions; and any recommendations so passed, shall be submitted to the Interdepartmental Council for consideration and decision.

26. Decisions of the Council on Departmental questions shall be reported to the Minister by the Chairman, and Official Secretary and to the Executive bodies of Staff Organizations by the Vice-Chairman and Staff Secretary. In the absence of the Minister, the Chairman and Official Secretary shall make their report to the Acting Minister or the Cabinet.

27. Decisions shall be reported to the proper authorities on either side within ten days after the meeting at which they are reached.

28. Decisions of the Councils, unless incompatible with existing Civil Service legislation, shall be confirmed by Order in Council where necessary. They shall take effect as from a date thirty days after reported to the Official Authority unless it is otherwise provided in the Order in Council confirming them.

29. Where a decision is not compatible with existing Civil Service legislation, the question shall be submitted to the next regular session of Parliament following.

30. Decisions of a Council shall be without prejudice to:—

(a) The overriding authority of Parliament, and the responsibility of the Minister of the Department as such;

(b) The responsibility of the Staff Side to its constituent bodies.

31. When a decision of a Council is vetoed by Parliament or by staff organizations, the Council shall be formally notified of such veto.

32. When the two sides of a Council are unable to agree on any question it may either be referred to a special committee for informal discussion, or to the Minister and the staff organizations for modifications of viewpoint, or both methods of reaching a solution may be adopted. Whatever procedure is adopted, those to whom the question is referred shall report back to the Council which shall then take up the question again, and reach some agreement.

GENERAL

33. *Finances.*—(a) Each side of every Council shall be responsible for its own expenses except that Civil Servants who are members of the Staff Side of the Council or of its Committees shall be given special leave with pay and transportation when attending meetings of the Council or of its Committees.

(b) All expenses common to both sides of the Council, shall be defrayed by the Government.

34. The Council shall have power to summon any employee or official of the Department to give information regarding any matter under consideration, or to present a case in person.

35. *Amendment of the Constitution.*—Amendments to this Constitution can only be made by the Interdepartmental Council after notice of motion has been duly given, as provided in the Constitution of the Interdepartmental Council.

PLATFORM OF PRINCIPLES

1. Joint Councils.
2. Classification.—Under the Joint Council plan, to devise a fair, simple and workable classification of positions in the public service; and (2) to provide a scale of salaries and wages commensurate with services rendered, with a minimum wage based upon actual living costs, not upon theory.
3. Reorganization of the Canadian Public Service, under the Joint Council plan, with a view of avoiding unnecessary labour turnover, while eliminating (a) duplication of work (b) overmanning (c) inefficient methods.
4. Adequate Superannuation, to be administered under the Joint Council Plan.
5. Trial Boards under the Joint Council plan; and a Civil Service Judge to hear final appeals.
6. Adequate representation in Parliament.

APPENDIX No. 5

EXHIBIT J 1

(Submitted by Mr. F. W. Patterson)

SUPPLEMENTARY STATEMENT ON JOINT COUNCILS AND OFFICE MANAGEMENT

It is not, of course, suggested that the Joint Council of any department should undertake to carry out the actual supervisory work of the various offices. That must be the work of the officials in charge of those offices. But we think it will not be denied that there is much more room for improvement in system through better organization, through better location of desks and of offices and with a view to eliminating waste motion and bringing into proximity those whose work makes frequent conference or frequent exchange of papers, etc., necessary through improved methods and especially clearly defined standard practice instructions, through constructive handling of lateness and similar abuses and last but not least through stimulation of zeal and initiative in the clerical forces.

Under the Joint Council plan, the Associated Federal Employees believe that we should have a bona fide Merit System, and that the Civil Service would be free both from the baneful effects of purely political interference and from the merit stifling rigidity of the present cumbrous administrative machinery. Personnel problems would have the human treatment they ought to have, and the red tape evil would take its place beside the patronage evil in the limbo of discarded things. In the endeavour to slay the old-time dragon whose motto was "spoils to the victor," we have gone too far, and we have found conditions as bad, if not worse, from the standpoint of efficiency and economy, in trying to turn out all civil servants like iron castings by a fixed process. There must be elasticity in the organization of departments that will permit of salary range extension and of promotion, so as to provide incentive to initiative and to special effort. The square peg must be taken out of the round hole and fitted into the square hole where he may be an exceptionally good peg. There must be latitude for treating each employee on his or her merits; it must be realized that the public business of Canada is not carried on for the Civil Service, but the Civil Service exists to carry on the public business. That being so it follows that the bureau through which that Service is recruited, ought to be the servant of the departments, not their master, in personal questions. The bureau itself may not be wholly to blame; it has been given functions which it ought never to have had.

As illustrating some of the problems of office management which, we think, Joint Councils could solve in a way that neither the Civil Service Commission nor the Deputy Ministers unaided could achieve, may we offer a few quotations from Carl C. Parson's work, "Office Organization and Management":—

> "Factory employees have been trained to carry on their work with the least waste of effort; operations have been minimized; the work has been so planned that it follows in a logical manner; and as a result shop management has reached a high state of development.
>
> "A like scientific adoption of efficiency methods in offices has not as yet become the universal practice. We are just at the beginning of productive efforts in the campaign to revolutionize the work of the office, to infuse into it the definite purpose, to select employees carefully, to train them properly for their positions, and to equip them with the same high-grade machinery that is provided in the factory."

"The well conducted office operates through certain principles of efficiency, which may or may not be consciously applied. If success be lacking, analysis will show a failure to apply at least some of those factors.

"Harrington Emerson has set forth a dozen efficiency principles, ably epitomized:

"Clearly defined ideals.
Common sense.
Competent counsel.
Discipline.
The fair deal.
Reliable, immediate and adequate records.
Dispatching.
Standards and schedules.
Standardized conditions.
Standardized operations.
Written standard practice instructions.
Efficiency rewards."

"A consideration of the management of an office is not the first step toward securing efficiency. Far in advance there must have been the problematized consideration of its organization."

"Before a corps of employees can be loyal to an institution, before employees can do acceptably the work that is required of them, they should know what the institution stands for, what it proposes to accomplish, what it wants done, and what it will do. In no other way can the employee carry to the public an adequate interpretation of what the company is endeavouring to achieve and of the place it hopes to occupy in the community."

Mr. Harington Emerson, in advocating line and staff organization for office management, summarizes the work of the staff as follows:—

"To lay down the plan on which the business shall be developed, then to determine the department which shall carry out each part of the plan.

"To determine to what particular men shall be assigned each particular work, and to prepare standardized instructions by which it shall be done most efficiently, that is, at the greatest saving of expense, worry, and effort.

"To arrange a correct system of compensation, to reward the most efficient, and to penalize the inefficient.

"To surround the workers with the mental, moral and physical conditions to expediate work.

"To prepare a code of principles which shall embody the policy of the house towards outsiders and insiders.

"To prepare a system of promotions, so that employees may know what advance awaits them in case they make good.

"To show by charts and explanations of the organization at large just what part each employee takes in the general scheme.

"To lay down rules for the conduct of the entire organization.

"To make every person in the organization understand that there is a certain person to whom he may go for help or for information in regard to any part of the company's business, no matter how large or small.

"To organize and supervise the welfare work.

"To make the work of the employee interesting and to get the same spirit into the business that the employees would put into his sport and games."

APPENDIX No. 5

The following quotations are from Mr. F. C. Henderschott, of the New York Edison Co., and Mr. F. E. Weakly, General Office Manager of Halsey, Stuart & Co.:—

"Whenever possible promotions to the better jobs and positions of responsibility should be made from within the organization. To aid in the furthering of this plan, many companies have introduced various educational and welfare features for the express purpose of developing the individual and retaining him for the organization by keeping him interested.

"In interviewing an applicant, an employer asks, 'Why did you leave your last job?' His answer is usually given in two words, 'No advancement,' If you could know his day dreams and could find the idea back of them you would discover three causes; that he has imagined the comforts and pleasures he could buy with a slightly greater income, that he has pictured for himself a boss's job, or that he has coveted the position of a trusted employee. In other words, he has an incoherent desire for personal comfort, the bearing of responsibility and the exercise of authority.

"These three elemental desires are so fundamental in each individual's character that his success in life depends upon their gratification."

"The employee's personal record should be compiled and kept. It is obvious that favoritism will completely nullify the value of the record." (Joint Councils would, we think, take care of this danger). "A corporation which has had this system in force for a period of about six years affirms that the record when conscientiously compiled, will reflect a fair picture of the individual employee's characteristics and general worth." (Details of the system follow). "In this same company, managers are not permitted to discharge unsatisfactory employees, but may return such employees to what is known as the training department, where the head of that department ascertains the cause of the unsatisfactory service. Here further effort is made to determine the inherent characteristics of the individual, and to place the employee in a position where he can best use his natural abilities." (Details are also given of an annual survey of employees.)

These suggest just a few of the many ways in which Joint Councils could prove of inestimable benefit in the public service of Canada, apart from dealing with grievances, which may indeed be regarded as the least important of their functions. We think that the increase in efficiency, and economy in all Departments and in the Service as a whole will repay the cost of many time over, and that besides, every employee will personally benefit from the introduction of more business-like methods.

EXHIBIT K

(Submitted by Mr. J. C. Saunders)

MEMORANDUM BY MR. EDWARD E. BRIDGES ON THE CONTROL OVER STAFF EXERCISED BY THE BRITISH TREASURY

In most countries, control over Government staffs is exercised by a "Public Services Commission" which is distinct from the Treasury. In order to explain the manner in which the British Treasury exercise control over the staff of

Government Departments it is necessary to explain in outline the system by which control is exercised over the expenditure of the public service as a whole.

1. *Civil Service Commission.*

There is one possible source of misunderstanding which can be explained in passing. There is in this country a Civil Service Commission which is often wrongly assumed to correspond to the Public Service Commission of other countries. But the functions of the Civil Service Commission are confined to examining the fitness of candidates for entry to the service. In the first half of the nineteenth century, admission to the Civil Service was by "nomination" and appointments were made on personal grounds or from political motives. In 1855 the Civil Service Commission was set up for the purpose of "testing according to fixed rules the qualifications of the young men who might from time to time be proposed to be appointed to the junior situations in any of His Majesty's Civil Establishments." Its functions were not confined to testing the literary qualifications, but extended to the age, health and character of the candidate. These tests were at first mostly in the nature of "limited competition" but by about 1870 Open Competition became the rule for entrance into the Civil Service. The functions of the Civil Service Commissioners* are practically confined to holding the necessary examinations for entrance to different grades in the Civil Service satisfying themselves as to the candidates, age, character, and health and (after consulting with the Treasury) assigning the successful candidates to the Departments which have vacancies. In the very exceptional cases in which men are admitted to the permanent Civil Service without passing a competitive examination, on account of the possession of "special qualifications not ordinarily acquired in the service" the Civil Service Commissioners have to be satisfied as to the candidate's age, health, character, and general ability and education.

2. *Treasury Control.*

Treasury control has developed gradually, and it is not easy to set down concisely the manner in which it is exercised.

(a) *Approval of New Services.*

The main principle is that " Treasury sanction is required for any increase in establishment, of salary, or of the cost of a service or for any additional works or new services which have not been specially provided for in the grants of Parliament." The Controller and Auditor General, an official responsible to Parliament only, would report any unauthorized expenditure of this description.

The Treasury is therefore in the position to criticize, before any action is taken, any scheme which involves a Department breaking fresh ground. It is not sufficient for a Department to plead that the money for the aditional buildings or staff can be provided by retrenching on existing services. All " new services," that is to say any expenditure which is either a " new item " or involves some fresh principle, must receive specific Treasury approval.

(b) *Scrutiny of Estimates.*

The Estimate for each Department for the ensuing financial year before it is " laid before Parliament " (i.e., before Parliament is asked to vote the money in the Estimate) must first be scrutinized and passed by the Treasury. If a Department's Estimate contains provision for " new services," such " new services " must be submitted for separate approval. But the scrutiny of the Estimates gives the Treasury an opportunity of examining the expenditure of a

*The Civil Service Commission are therefore a body specially set up to secure that there is absolute impartiality in dealing with all admissions to the Civil Service.

Department as a whole. It may be held that the total expenditure proposed is too great, and that the total is to be reduced. Or it may be that attention is directed to some service sanctioned perhaps a year or two before on which the Treasury think that expenditure might now be reduced. The scrutiny of estimates thus provides an opportunity for a general overhaul.

(c) *"Virement"—"Excesses and Savings."*

The Estimate voted by Parliament for each Department is divided up into a number of "subheads" coresponding to a Department's activities. In a small Department there may be only two or three subheads, a "salary" subhead and subhead for Travelling and "Incidental Expenses." In the big spending Departments there are forty or fifty, in the fighting service Departments hundreds of subheads. No Department can use a saving on one subhead to meet an excess on another subhead without Treasury approval.

Again it often happens that a Department wishes to make some slight variation in its expenditure from the items detailed in the Estimate submitted to Parliament. This again requires Treasury approval. Thus a Department will frequently come to the Treasury saying "We provided in our Estimate for 10 clerks to clear up certain war accounts. We have savings on our typing staff. May we take on three extra clerks for three months so as to get this work finished by the end of the year?"

3. *Control over Staff.*

An instance may be taken to show how this system works in practice. Every Department has a "normal Establishment" of say X Administrative officers, Y clerks, higher grade and lower grade, a few special posts, Z typists and messengers. In normal times vacancies in these grades can be filled without reference to the Treasury. If a Department has to take over new work, say the Colonial Office is given responsibility for the Middle East, then the Colonial Office has to ask the Treasury for additional staff. The Treasury might say "This work is a permanent addition to the work of your Department. We sanction the addition to your establishment of X administrative officers, Y clerks, Z typists, etc." It would be more likely that the Treasury would say "Yes, at the moment this work will need X officers, etc. But things may settle down and the work fall off. We are prepared to sanction X officers, etc., but the additional staff will be subject to review in say 2 years." If the Department had happened to be one which there was reason to suspect was *not* over burdened with work, the Treasury might have said. "Yes, this new work has come to you. But we think you ought to be able to reduce staff elsewhere to meet the pressure." In this way the request for additional staff could have been used as a handle for reviewing the staff organization of the office as a whole.

It may be thought that it is a weakness of the system that Treasury control has in the past chiefly been directed to examining demands for new staff. But it has always been recognized that it was open to the Treasury to demand that establishments should be "reviewed from time to time." As is pointed out later this weakness has now been remedied.

4. *Internal Organization of the Treasury.*

The Treasury was divided in September, 1919, into three branches of which one is solely concerned with staff questions.

The Controller of Finance and his staff deal primarily with high finance, external and internal loans, general estimates and Budget revenue, reparations, currency, banking and similar matters.

The Controller of Establishments and his staff deal with the pay and conditions of service of public employees in all departments.

The Controller of Supplies and his staff deal with the remaining expenditure, particularly Army, Navy and Air Force, grants for education, public health and so on.

The creation of a separate Department of the Treasury to deal exclusively with staff matter, grading and conditions of service had long been recognized as an overdue reform, and had been recommended by more than one important Committee.

5. *Work of the Establishments Department of the Treasury.*

In the preceding paragraphs an instance has been given of the manner in which the Treasury controls *numbers*. Something must now be said as to *Rates of pay* and *conditions of service.*

In the Civil Service there are three main classes. The clerical, the executive, the administrative. These classes are divided into several grades, and the rates of pay are shown in an appendix.

These rates of pay which are common to employees in all Government Departments were laid down at a revision of grading in 1920, but prior to that rate there were other rates of pay " common to the service," though the revision of 1920 has resulted in a greater degree of standardization than existed previously.

In applying these revised scales to Government Departments, the Establishments Department of the Treasury has been vitally interested to see that the same standard of work was required of as for instance e.g. Higher Executive Officer in all Departments; and officers of the Establishment Department have personally inspected the work of all Government Departments during the last three years to decide what numbers of officers of each of the revised grades and classes were required in each Department. Re-organized Establishments have now been drawn up for all Departments on a uniform basis. These re-organized establishments have been made subject to review in 3 years.

In addition to the three main grades referred to, there are a great variety of specialist, technical and Departmental grades, of which the rates of pay require to be assessed. There are also many questions as to the revision of rates of pay in accordance with the cost of living. The salaries of all permanent and some temporary civil servants are on a sliding scale, but there are many temporary officials whose remuneration requires adjustment from time to time to meet variations in the cost of living. Conditions of service, leave, hours of work (at present a burning question owing to a suggested increase from 7 to 8) subsistence allowances, etc., are all settled in this Department, and give rise to a good deal of day to day work.

In September 1921, in order to bring pressure on Departments to reduce staff the Treasury issued a circular forbidding Departments to fill any vacancies or to make any promotions in their authorized establishments without reference to the Treasury. (In the case of the larger Departments, such as the Post Office, some devolution of authority has been necessary). But this is, it is to be hoped, only an emergency measure due to the necessity of avoiding any redundancy in the Civil Service as a whole, at a time when considerable reductions are being effected.

6. *Promotion.*

It has been shown that the selection of individuals on first admission to the Service is regulated by the Civil Service Commission, the Treasury being interested as to the *number* of admissions and the general policy of recruitment, etc.

APPENDIX No. 5

In general, promotion in the Civil Service is Departmental. In each Department there are Higher Clerical posts to which Clerks can aspire, Higher Executive posts for Executive Officers, and Higher Administrative posts for Junior Administrative Officers.

At the moment, Departmental promotions are subject to Treasury approval even where such promotions are in the normal course.* Care has been taken in drawing up the re-organized establishments to ensure that so far as possible the number of posts of junior executive officers and junior administrative officers is in such a proportion to the number of higher posts as to afford reasonable prospects of promotion..

But it would be a mistake to assume that promotion is entirely departmental. One of the objects of standardizing rates of pay in 1919 was to facilitate the transfer of officers from one Department to another as occasion required, especially officers of the Administrative grade.

In the period of reconstruction after the war, when several new Departments were organized, and others expanded rapidly, promotion to important posts in the new or expanded Departments was given to officers in the older Departments, and a "Pool" of officers eligible for promotion to different grades was set up. With the present tendency to curtail activities promotion has become very slow, and the tendency is for promotion to be Departmental only. The position can be summed up by saying that while it is felt to be very undesirable to fetter the discretion of a Head of a Department to make his own promotions, and while in many cases Departmental experience may be necessary, it is generally recognized throughout the Service that if a Department expands rapidly it is unfair that the plums should all fall to officers of that Department. Again if a Head of a Department has a vacancy which he is doubtful as to filling satisfactorily from within the Department he will consult the Treasury as to likely candidates from other Departments.

Promotion to the Junior Administrative grade, from the executive or clerical grade (as opposed to direct recruitment from outside by competitive examination) is in future to be (not as hitherto primarily a Departmental matter, subject to the approval of the Treasury and of the Civil Service Commission) but is to be determined by a Board to be set up to deal with all such cases in the whole service. Owing to there being practically no vacancies in the Junior Administrative Grades at present this Board has not yet been set up.

The appointment of the permanent heads of all State Departments (i.e. the Head Civil Servant, in the Department, as opposed to the Political Chief) is now subject to the approval of the Prime Minister. The Prime Minister is First Lord of the Treasury, and titular head of the Department, and the Permanent Secretary to the Treasury is Permanent Head of the Civil Service and advises the First Lord in regard to Civil Service appointments. Several recently appointed Permanent Heads of Departments have been transferred from other Departments.

7. *Whitley Councils.*

The workings of "Whitley Councils" in the Civil Service may at first sight seem to be in direct contradiction with the principle of Treasury control of staff.

The principle of a Whitley Council is to provide for consultation between employers and employed. There is a "National Whitley Council for the Civil Service" of which the "Official side" consists of civil servants mainly Heads of Departments and a few Members of Parliament, chosen by the Government

* Promotion "in the normal course" means promotion within a class e.g. from clerk to Higher Clerical, or from Executive to Higher Executive. The Treasury has always been concerned in regulating promotions from a lower class to a higher class normally recruited from outside the Service.

of the day, and the "Staff Side" representing the different Associations or group of Associations into which Civil Servants have organized themselves. The Council discusses questions of grading, pay, conditions of service, etc., applying to the Service generally, but with a limitation to post carrying under £500 a year plus bonus. There are also Departmental Whitley Councils in each Department which discuss matters of interest to the Department.

The Controller of Establishments is Chairman of the National Whitley Council, the Official Secretary is also a Treasury official and in this way Treasury views are expressed on the official side, which consults before meetings of the whole Council as to the line to be adopted by the Official side as a whole. The official side is of course unable to agree to a proposition without the assent of its Chairman, who consults with his Ministers when necessary. If the official and staff sides reach agreement on a subject, that agreement is operative. But in cases of disagreement, it is open to the Treasury to take such action as may be decided upon by the Government.

Treasury control over the operations of Departmental Council is secured in one of the following four ways:—either

1. The official side consults the Treasury beforehand and concerts a line of action with the Treasury, or

2. The official side agrees to approach the Treasury on a certain subject, or

3. The official side comes to an agreement with the Staff side *subject to the assent of the Treasury*, or

4. In exceptional cases a Treasury representative attends meetings of the Departmental Council.

The existence of Whitley Councils does not therefore in any way derogate from the authority and responsibility of His Majesty's Government and the Treasury.

APPENDIX

Rates of pay of the main grades in the Civil Service.

I. Clerical Class

Clerks

Men—£60 a year on entry, rising to £80 a year at the age of 19; thence by annual increments of £5 to £100 a year (at the age of 22) and thence by annual increments of £10 to £120 (age 24) and by £15 to £150 (age 26) and thence by £10 a year to a maximum salary of £250 a year (attainable at the age of 36).

Women—£60 a year on entry, rising to £80 a year at the age of 18, thence by annual increments of £5 to £120 a year (at the age of 26); and thence by annual increments of £7.10s. to a maximum salary of £180 a year (attainable at the age of 34).

Clerks Higher Grade

Men £300-15-400.
Women £230-10-300.

APPENDIX No. 5

II. Executive Class

Training Grade

Men £100-10-£130-15-£400.
Women £100-10-£300.

Higher Executive

Men £400-15-£500.
Women £300-15-£400.
Higher posts in this class are usually on the followings scales:—
(*a*) *Men* £550-£20-£700.
Women £450-£20-£550.
(*b*) *Men* £750-25-850.
Women £600-20-700.
(*c*) *Men* £850-25-1,000.

III. Administrative

Assistant Principals

Men £200-20-240-25-£500.
Women £200-20-400.

Principals

Men £700-25-900.
Women £600-25-700.

Assistant Secretaries

Men £1,000-50-£1,200.
Women £850-50-£1,000.

The Permanent Heads of the large Departments receive salaries of £3,000 (inclusive of bonus).

These salaries are subject to a deduction of 10 per cent in the Provinces, and of 5 per cent in Edinburgh and Belfast.

Except as stated above, these salaries are assessed upon a pre-war basis and are supplemented by "cost of living bonus" varying with the index figure of the cost of living.

The following table shows the present rates of bonus.

Bonus on £80 is £64.
Bonus on £100 is £76.
Bonus on £200 is £113.
Bonus on £400 is £168.
Bonus on £500 is £196.
Bonus on £700 is £213.
Bonus on £1,200 is £234.

EXHIBIT L

(By Resolution of the Committee)

Report of Committee of Deputy Ministers

Appointed on the 30th June, 1922 to consider matters affecting The Civil Service of Canada

W. W. Cory, Esq., C.M.G., Chairman, Interior.
E. L. Newcombe, Esq., C.M.G., K.C., Justice.
R. M. Coulter, Esq., C.M.G., Post Office.
Major G. A. Bell, C.M.G., Railways & Canals.
Lt. Col. N. F. Parkinson, Soldiers' Civil Re-establishment.
J. H. Grisdale, Esq., D. S. A., Agriculture.
J. B. Hunter, Esq., Public Works.
F. C. T. O'Hara, Esq., Trade & Commerce.
A. Johnston, Esq., Marine & Fisheries.
F. A. Acland, Esq., Labour.

The Committee of Deputy Ministers appointed at a meeting held on the 30th June, 1922, at the instance of the Government to consider matters affecting the Civil Service of Canada, begs respectfully to report that the various Departments have been consulted in this connection, that the material gathered has been carefully analysed and that the following is a precis of the recommendations which have been adopted. The scope of the activities of the Committee embraced the following subjects, namely:

(*a*) Appointments
(*b*) Promotions
(*c*) Classification of positions
(*d*) Transfers
(*e*) Leave of absence
(*f*) Cost of living bonus
(*g*) Whitley Councils
(*h*) Superannuation
(*i*) Reduction of staff

(*a*) APPOINTMENTS

Section 43 of the Civil Service Act relating to appointments reads as follows:—

43. (1) Appointments to the Civil Service shall be upon competitive examination. Whenever a vacancy in any position in the civil service is to be filled, the deputy head shall request the Commission to make an appointment. The Commission shall thereupon appoint the person whose name stands highest upon the eligible list for the class in which the position is found and who is willing to accept the appointment; in case there is no eligible list for the class, the Commission shall forthwith hold an examination and, if necessary to prevent any serious interference with the public business, but not otherwise, may fill the position at once by making a temporary appointment as prescribed herein.

(2) The list of eligibles for each class of position in the Civil Service shall be made up first of names of persons who have previously held permanent positions in such class and who were laid off in good standing under the provisions of

this Act, and then of names of persons who have been examined by the Commission and found qualified.

(3) Except as to appointments to positions in the headquarters of the several departments and other portions of the civil service at Ottawa, the appointments to any local positions in any province shall, so far as practicable, be made from bona fide residents of such locality.

The effect under this Section is to place all appointments of whatever nature they may be under the jurisdiction of the Civil Service Commission and your Committee is of the opinion that its provisions should be amended in the following direction:—

> "That appointments to professional and technical positions, or to those of Assistant Deputy Ministers, heads of branches and all officials in the higher grades, say those appointed to positions for which the minimum compensation is $2,400.00 per annum or over, be made by the Governor General in Council on the recommendation of the Head of the Department based on a report in writing from the Deputy Head."

Your Committee also desires to offer the following recommendation, namely:—

> "That there are certain outside services, such as employees in offices outside of Canada, rural postmasters, etc. as to which it is impracticable to apply the provisions of the Civil Service Act reasonably, and these should be removed from the application of the Act, a list of such services to be supplied by the various Departments."

(b) PROMOTIONS

Section 45 of the Civil Service Act provides that promotions shall be made for merit by the Civil Service Commission and reads as follows:—

> "45 (1) Promotion is a change from one class to another class with a higher maximum compensation, and vacancies shall be filled, as far as is consistent with the best interests of the civil service, by promotion.
>
> (2) Promotion shall be made for merit by the Commission upon such examination as the Commission may by regulation prescribe. The Commission may by such regulation restrict the competition at such examinations to employees or to employees of a certain class or classes of a specified seniority, and may prescribe what marks may be obtained by such employees for efficiency and seniority. Such marks shall not however, exceed one half of the total marks that can be obtained at the examination."

Your Committee considers that the best interest of the service requires that promotion should be departmentally regulated, and recommend therefore,—

> "That the present Civil Service provisions with regard to promotions be repealed and that there be substituted therefor a provision to the effect that promotions shall be made for merit by the Governor General in Council upon the recommendation of the head of the Department based on a report in writing from the deputy head and accompanied by a certificate of qualification by the Civil Service Commission."

(c) CLASSIFICATION OF POSITIONS

The Civil Service Commission has provided a complicated classification which, besides being a positive hindrance to effective administration, requires special study properly to understand. This is more especially illustrated in the

case of clerical assistance which is subdivided into scores of special classes, the qualifications for many of which are practically the same, i.e., the incumbent of any of these might readily perform the duties of the other clerical positions.

Your committee considers,—

"That this complicated classification should be repealed and that the Civil Service be divided into a number of classes on lines similar to those established by the Civil Service Act of 1908 or 1918.

(*d*) TRANSFERS

Section 45A of the Civil Service Act reads as follows:—

"45A. The Commission shall by regulation provide for the transfer of employees within any Department or any portion of the Civil Service. No employee shall be transferred from a position in one department or portion of the Civil Service to a position in another department or portion of the Civil Service, except upon the request of the respective deputy heads."

An order-in-Council was passed on the 22nd December, 1920, P.C., 3172, formulating the rules under which transfers in the service should be effected and its provisions should be amended so as to leave the matter entirely in the hands of the Deputy Ministers of the various Departments.

(*e*) LEAVE OF ABSENCE

The Civil Service Commission should make workable regulations with regard to leave of absence, but the administration of the same should be left entirely in the hands of the Deputy Ministers who are in a better position than the Commission to pass judgment on the applications submitted to them.

(*f*) COST OF LIVING BONUS

The question of abolishing the bonus and making instead a readjustment of salaries was considered and the recommendation of the Committee may be summarized as follows:—

"Upon the assumption that the salaries are properly regulated as they ought to be, it would be inexpedient to attempt at present to re-adjust the salaries so as to compensate for the increased cost of living due to present conditions, which we regard as temporary, and it seems reasonable therefore that for the present compensation can only be provided by payment of annual bonus computed upon just principles.

"Moreover, in the view of the Committee, the bonus should be figured as a percentage upon salary irrespective of the domestic situation or expenditure to which the employee is subject outside of his official duties, and bonus should be payable to every officer in the employ of the Service irrespective of the amount of his salary."

(*g*) WHITLEY COUNCILS

The question of the advisability of the institution of what is known as a Whitley Council in connection with the Civil Service of Canada was among the matters referred for the consideration of the Deputy Ministers. Your Committee has had this matter under careful and sympathetic consideration and has reached the conclusion that the addition of a Whitley Council to the authori-

ties by which the Civil Service is at present regulated and controlled could have no other result than to increase, rather than to diminish, and difficulties under which the Civil Service is labouring at the present time. Whether or not under a revised Civil Service statute there would be an advantage in the development of such a body as a Whitley Council is a point on which the Committee is not in a position to express an opinion.

(h) SUPERANNUATION

The question of superannuation was not specifically named in the matters which the Deputy Ministers were requested to consider and report upon, but the subject is of so great importance to the Civil Service at large and has been so long and so widely discussed that the Committee feels that any report framed with a view to the improvement of existing conditions in the Service would fail in its object if it ignored the outstanding fact that the lack of a well devised superannuation system is a cause of permanent unrest and discouragement in all branches of the Government Service. The Committee ventures, therefore, to recommend that this matter receive earnest consideration with a view to the enactment of a suitable measure as soon as the business of the Government will permit, and that the superannuation scheme known generally as the "Power" Bill, having been introduced into the Senate by Senator Power in the session of 1919, be adopted as a basis for legislation.

(i) REDUCTION OF STAFF

The Committee has given careful thought to the question of reduced expenditure. This is a matter which lies in a measure within the authority of the Deputy Ministers with relation to existing governmental services; new legislation, however, frequently entails new services and the most rigid economy may not prevent increased expenditures. It has been sometimes suggested that the Government Service is at the present time functioning on an abnormal basis, the outcome of an unnatural development of the great war, and that every effort should be made to return to a normal or pre-war basis. The Committee has learned that reports on these matters have been in the case of many Departments forwarded by the departmental heads directly to the Prime Minister; also that the views expressed by the Prime Minister in his remarks to the Deputy Ministers with regard to the desirability of bringing about a substantial reduction in the public expenditure have received careful attention and that much has been already accomplished along the lines indicated. It must not be, however, overlooked that many years have passed since 1914, the date usually accepted as indicating normal conditions, and during these years the growth of the business connected with the permanent and essential services of the Government has been considerable; and moreover new departments or branches of the service, growing directly out of the war itself, have been established, as for instance, in the case of the Department of Soldiers' Civil Re-establishment, Soldiers' Settlement Board, Pensions Board, etc., and also many new statutes have been enacted which have to be administered, requiring addition to the staff. Precise comparisons with previous periods therefore become difficult. The Committee, however, realizes the intent of the Prime Minister's remark with regard to these matters and is able to state with some confidence that the Departments generally are doing what is possible to secure the largest possible degree of economy in the public administration.

It is obvious that the adoption of the recommendations of the report would eliminate expensive services which are wholly concerned in the making and enforcement of *artificial requirements* regulating appointments, promotions, transfers and the equipment generally of the staff requisite for the discharge of the essential duties of Government, and in the view of the Committee this very considerable saving may be effected *without any wise impairing the standard and efficiency of the service*, while at the same time avoiding the delays and inconveniences incident to the references to the Civil Service Commission, which the present regulations require.

All of which is respectfully submitted,

Chairman.

OTTAWA, 4th December, 1922.

EXHIBIT M *(Submitted by Mr. C. Jameson)*

STATEMENT OF THE NUMERICAL STRENGTH AND TOTAL SALARY PAYMENTS OF THE CIVIL SERVICE OF CANADA FOR THE YEARS 1913 TO 1921 INCLUSIVE

Department	1913-14		1914-15		1915-16		1916-17		1917-18		1918-19		1919-20		1920-21		Average
	No. of Staff	Total Salaries	No. of Staff	Total Salaries	No. of Staff	Total Salaries	No. of Staff	Total Salaries	No. of Staff	Total Salaries	No. of Staff	Total Salaries	No. of Staff	Total Salaries	No. of Staff	Total Salaries	
		$		$		$		$		$		$		$		$	
Agriculture	791	967,034	903	1,141,123	953	1,269,226	1,054	1,315,334	1,106	1,444,698	1,096	1,528,699	1,148	1,681,372	1,193	1,828,675	.....
Air Board													40	16,090	247	238,997	.....
Archives	75	69,998	75	82,836	82	88,407	91	91,613	89	103,586	79	102,723	86	112,190	89	118,944	.....
Auditor General	92	118,051	92	122,665	114	137,132	136	150,056	182	172,802	151	181,506	159	188,207	184	237,661	.....
Civil Service Commission	14	24,986	16	26,669	16	27,517	14	26,667	23	30,818	77	62,281	145	125,693	235	216,900	.....
Commission of Conservation	32	53,605	36	59,150	37	64,790	37	63,566	35	68,527	40	73,588	47	90,483	46	93,377	.....
Customs	3,721	3,220,586	3,725	3,414,789	3,729	3,386,947	3,806	3,388,875	3,915	3,686,523	3,916	3,892,478	3,709	4,262,807	3,699	4,388,499	.....
Inland Revenue	739	830,485	877	873,675	920	943,689	933	969,192	892	1,022,656	547	740,851	494	643,908	650	858,050	.....
External Affairs	20	36,744	24	44,163	32	48,491	49	53,810	80	63,583	165	162,967	161	199,888	111	149,436	.....
Finance	145	166,115	160	178,194	229	193,051	327	228,830	1,063	422,002	707	679,445	2,358	610,626	516	547,418	.....
Governor General's Secretary	11	27,300	12	26,792	12	27,725	11	27,500	12	29,225	13	30,423	15	35,200	13	34,215	.....
Health													251	180,998	313	343,273	.....
House of Commons	493	325,006	462	286,755	376	313,145	334	267,136	422	340,429	433	297,553	508	397,306	369	390,399	.....
Immigration and Colonization	668	683,207	724	709,146	765	712,328	783	664,200	684	699,564	671	695,561	651	820,168	689	846,823	.....
Indian Affairs	854	491,762	880	512,406	908	515,223	932	537,107	907	535,001	882	516,090	873	561,382	849	607,366	.....
Insurance	19	30,937	20	28,999	20	31,472	24	33,762	22	35,814	31	38,248	31	52,752	31	56,167	.....
Interior	1,626	1,659,359	1,798	2,027,269	1,907	2,214,316	1,858	2,148,813	1,982	2,365,549	1,920	2,347,520	2,011	2,541,988	2,022	2,920,067	.....
Justice	486	509,071	519	554,101	547	587,105	538	602,695	2,667	1,312,139	611	2,342,126	535	699,181	526	580,742	.....
Labour	104	58,956	110	65,227	112	62,968	112	64,483	128	84,191	198	120,916	223	226,033	205	209,585	.....
Library of Parliament	26	35,126	23	34,003	21	32,160	18	33,609	21	35,740	21	35,911	21	37,936	20	41,354	.....
Marine	4,529	2,525,168	5,067	2,569,644	4,889	2,509,658	4,978	2,439,619	4,308	2,333,011	4,007	2,617,827	3,804	2,480,991	3,921	2,767,193	.....
Militia and Defence	558	412,906	1,231	962,487	2,099	1,779,490	2,977	2,771,469	3,783	3,854,653	5,105	5,640,943	4,472	5,353,240	1,874	†1,721,331	.....
Mines	251	300,145	274	343,117	301	383,778	378	418,348	355	425,566	308	442,896	305	587,421	300	493,522	.....
Naval Service	856	515,000	963	591,630	1,291	828,082	1,322	917,085	1,844	1,155,018	1,796	1,322,467	1,501	1,497,182	1,178	1,255,687	.....
*Post Office	7,777	6,425,178	8,504	7,407,581	9,002	8,087,204	9,416	8,498,852	9,984	9,226,966	10,271	8,775,093	10,316	11,146,535	10,184	13,674,496	.....
Printing and Stationery	1,050	875,700	1,182	985,951	1,231	1,019,957	1,280	1,057,700	1,287	1,233,269	1,162	1,203,173	850	1,387,328	782	1,170,000	.....
Privy Council	28	42,179	30	45,520	27	45,700	30	47,345	41	50,020	38	47,307	25	45,310	24	45,019	.....
Public Works	2,264	2,051,130	2,308	2,325,706	2,366	2,331,655	2,196	2,226,428	2,105	2,217,769	2,023	2,016,476	2,073	2,349,717	1,982	2,543,256	.....
Railways and Canals	1,465	1,502,601	1,292	1,351,708	1,255	1,307,511	1,211	1,248,403	1,196	1,323,067	1,127	1,546,154	1,160	1,890,043	1,167	2,384,755	.....
Railway Commission	96	92,494	94	130,363	93	132,095	96	133,746	92	138,801	99	144,264	97	148,765	95	167,930	.....
R.C.M. Police	11	6,695	10	18,374	10	17,158	8	13,716	9	14,644	12	18,909	16	27,812	23	38,946	.....
Secretary of State	52	68,380	57	71,702	72	86,313	75	94,850	82	95,907	86	110,828	94	114,208	132	148,255	.....
Senate	55	71,767	55	74,635	53	69,221	55	71,782	53	80,111	58	77,135	56	87,988	60	90,764	.....
Soldier Settlement Board									13	1,720	186	102,292	1,552	1,269,460	1,082	1,935,372	.....
Soldiers' Civil Re-Establishment									4,146	2,070,725	3,891	2,495,534	8,791	8,309,130	5,607	8,375,000	.....
Pensions							207	58,336	523	321,357	1,190	701,776	1,074	1,293,499	525	852,983	.....
Trade and Commerce	150	222,330	155	239,491	156	223,300	245	240,494	243	305,782	495	539,775	557	855,240	603	782,141	.....
Patents and Copyrights	77	81,187	70	85,061	76	88,971	80	88,923	84	103,494	80	103,164	98	111,537	95	112,030	.....
	29,135	24,341,188	31,748	27,390,932	33,721	29,565,780	35,611	30,994,344	44,378	37,404,727	43,492	41,754,899	50,307	52,459,614	41,641	53,266,627	.....
															Bonus..	5,000,000	.....
																58,266,627	

NOTE.—Bonus not included in above. *Exclusive of rural postmasters. †Nine months only.

EXHIBIT N

(By Mr. C. Jameson)

Special Merit in the Civil Service

The editorial in Monday's Journal, respecting the retirement of Doctor Saunders, of the Department of Agriculture, after 28 years of service, and the inelasticity of the Civil Service classification which ties the hands of the head of a department in granting proper recognition for extraordinary merit, seems to have created much interest in the service.

Commenting thereon to the Journal, Mr. Clarence Jameson, Civil Service Commissioner and Chairman of the Board of Hearing, stated that classification salaries were not designed to compensate for actual original research; there could be no standard measure for adequate recognition of such work. Mr. Jameson approved, however, and had advocated the granting of special rewards to those technical officers in the public service who make valuable contributions to the cause of science. "It would not," in his opinion, "be practicable to make what he termed 'special recognition allowances' part of the standard classification, the great difficulty being to regulate such and prevent abuse. An advisory board composed in part at least of leading representatives of the Canadian universities, would perhaps be an appropriate body to pass upon the merits of such cases and recommend action to the Civil Service Commission. If the principle of recognizing valuable contributions to the cause of science by persons employed in the public service were approved by Parliament, a special vote could be made in each instance. There would not be so many cases," added Mr. Jameson, "that Parliament would be embarrassed, and the vote of the reward direct to the individual would add honour to its monetary value."

Mr. Jameson further said that when the representatives of the Professional Institute of the Civil Service of Canada appeared before the Commission a few days ago requesting higher rates of compensation for members of the technical services, he pointed out the difficulties, as he saw them, of providing in the classification rewards for special merit and service, and mentioned specifically the case of Doctor Saunders, whose most valuable discovery of Marquis Wheat he had always considered should be recognized by the State in some substantial and appropriate public manner.

Mr. Jameson's contribution to the discussion is interesting and valuable, and it is to be hoped that Parliament will seriously take up the matter.

"April 18th, 1922.

"WILLIAM FORAN, Esq.,
Secretary Civil Service Commission,
Ottawa.

"Dear Mr. Foran,—I have read the clipping on 'Special Merit in the Civil Service'. It does seem a pity that it should not be recognized. In England the House of Commons recognizes special merit even in literature by direct grants. I do not see why the same should not be done in Canada as least for scientists such as Dr. Saunders.

"Instead of appointing a standing board from the Universities I think it would be easier to have the names submitted to the Science

staffs through the Presidents of the several Universities so that in that way the Government would be able to get a widespread and unbiased report.

"Yours sincerely,

(Sgd.) R. A. FALCONER,
President."

EDMONTON, ALBERTA, April 19th, 1922.

"WILLIAM FORAN, Esq.,
Secretary, Civil Service Commission,
Ottawa, Ont.

"Dear Mr. Foran,—I have your letter of April 12th with enclosure. In reply, I beg to say that I, personally, have felt for a long time that some plan for special recognition of men doing scientific work should be devised in Canada and I think it should be made comprehensive of research men, generally. A group selected from the Canadian Universities would probably form a most suitable nucleus of a committee whose duty it would be to make the award. I quite agree with you that safeguards should be thrown around any plan so that humbugging applicants would be prevented from qualifying. I am not at all sure but that a scheme something like the French Academy would be a good thing, viz. that a certain group of men who had been selected as fit to receive recognition be ultimately made the judges of others who were to join their ranks. I do not know whether the Anglo Saxon temperament would permit of such a scheme but certainly it has worked well in France.

"Sincerely yours,

H. M. TORY,
President."

HALIFAX, N.S., April 28th, 1922.

W. FORAN, Esq.,
Secretary, Civil Service Commission,
Ottawa, Ont.

"Dear Sir,—I wish to acknowledge the receipt a short time ago of your letter of the 12th, respecting rewards for special merit in the public service. The matter of retaining in the Government scientific departments men of really first rank is a very important one for Canada to-day, and anything which the Civil Service Commission can do to encourage such men to go into the Service should be given the most serious attention. If I remember aright, the Honourary Council for Scientific and Industrial Research, of which I am a member, made representations to the Government, urging upon them that certain positions requiring scientific knowledge of the highest character and outstanding ability in research should be given salaries at least commensurate with the highest given in the large Universities. I think we suggested that the salaries of such men might be determined by a committee of scientists who were familiar with the salaries such men can command in other positions.

"Of course, no Government, just as no University, can afford to pay technical experts such salaries as they can command in commercial enterprises, but there is certainly an in-between stage, wherein they can be rewarded by a salary better than the mere stock departmental upper official should command.

"The suggestion made in your letter of a Board composed of University men to pass upon claims of members of the scientific and technical

public service is along lines that would appeal to me. Your further suggestion that the Research Council might have representation on such a Board suggests to me that perhaps a still better way would be, since it was one of the purposes for which the Advisory Council was instituted, that that Council be requested as occasion arose to select a Board from among University and qualified technical men and even other properly qualified technical men with special knowledge of the department of science in which the man in question is working. I think the Advisory Council could make this selection with more freedom from outside influences than could any other body. The Council has had considerable experience in making up just such Boards, and has the necessary machinery for it.

"I feel sure that the Civil Service Commission is on the right track in trying to find a solution of the problem of upholding the standards of the technical scientific Government services. I am very glad to learn that some action is contemplated.

"Faithfully yours,

(Sgd.) A. STANLEY MACKENZIE,
President."

"MONTREAL, 19th April, 1922.

"W. FORAN, Esq.,
Secretary, Civil Service Commission,
Ottawa, Ont.

"Dear Sir,—I have received your letter of April 12, enclosing a clipping from the 'Ottawa Journal' of the 11th inst., with the request that I would state my opinion as to whether a board composed of suitable members of the professoriate of Canadian universities would be a proper body to pass upon the claims of technical members of the public service for special recognition of original research in the field of Science.

"In reply, I may say that I think it would be possible to select from the universities of Canada a board quite capable of dealing with this question. I feel, however, that the whole matter is one which presents many difficulties. Some three or four years ago a deputation from a society in England approached Mr. Balfour with the suggestion that some such system of rewards should be arranged in connection with the British Civil Service. Mr. Balfour pointed out some of the difficulties which would emerge, and these, I understand, on examination proved to be so serious that no action was taken by the British Government. A full statement with reference to this would be found in the files of the *Times*, the question having been raised some three or four years ago.

"The case of Mr. Saunders, one might say, stands out by itself. He has done an immensely valuable piece of research which has brought a direct return of many millions of dollars annually to the farmers of Canada, in fact, the whole wheat growing industry of the West is in a great measure conditioned by his discovery. I understand that Mr. Saunders is now retiring on a very small pension, and his case should certainly be made the occasion for the Government to award him a bonus for his services to the country.

"When, however, one looks around and asks to what other persons should such awards be made, it is evident that it would be very difficult to decide between claimants who might present themselves. Furthermore, the appearance of such a claimant might lead to a good deal of

personal influence being used for the establishment of the claim, which should be based solely on actual scientific achievement.

"The whole problem is one which is well worthy of very careful consideration, and I feel sure that something should be done for Mr. Saunders at once. I am certain the Research Council will be glad to discuss the matter, if you consider it advisable to bring this question before them.

"I remain,

"Your very sincerely,
(Sgd.) FRANK D. ADAMS."

"MACDONALD COLLEGE
"STE. ANNE DE BELLEVUE, QUE., April 18, 1922.

"WM. FORAN, Esq.,
Secretary, Civil Service Commission, Canada,
Ottawa, Ont.

"Dear Sir,—I beg to acknowledge yours of the 12th, enclosing a clipping from the editorial column of the *Ottawa Journal*, respecting rewards for special merit in the civil service.

"The idea of the Commission, that a board composed of suitable members of the professoriate of Canadian Universities would be an appropriate body to pass upon claims of technical members of the public service for special recognition of original research work in the field of Science, seems to me a good one. It would, of course, be almost necessary to have a separate Board for each individual case. Science has become so specialized that it would be necessary to have on such a Board men who were conversant with the research work of the individual who was up for special recognition. At the same time, one or two members of this Board should be composed of men who are generally familiar with the problems of original research work, and a representative from the Advisory Council of Scientific Research would be a good idea.

"The recognition of the work of Dr. Chas. Saunders would be very timely. Through his 'Marquis Wheat' and possibly also with 'Prelude,' millions of dollars have been added to the wealth of the country, and a monetary recognition, either in the form of a grant or in the form of a pension, would, I think, appeal not only to the professional staffs of our Agricultural Colleges, but also to every farmer who has benefited by growing his creations.

"Faithfully yours,

(Sgd.) F. C. HARRISON,
Principal."

"TORONTO, 15th May, 1922.

"W. FORAN, Esq.,
Secretary, The Civil Service Commission,
Ottawa, Ontario.

"Dear Sir,—I regret that I have been so long in answering your inquiry of the 12th ult. with regard to the advisability of having a Board composed of members of the professoriat of Canadian Universities to assist the Commission in connection with the promotion of members of the Service and special recognition of their technical work. I have been discussing this with several members of this faculty and this together with the volume of work entailed in connection with examinations just completed, has taken up some time.

"I am inclined to view the proposal with some favour. If the composition of the Board were well balanced and its personnel chosen with a view of combining the practical with the theoretical, I think that its study and recommendations upon different technical cases might be of considerable use to the Commission. There is, of course, the general objection to the multiplication of machinery for doing this kind of thing and the Commission, I should think, would be wise in going slowly until it is entirely certain that such a Board could be of genuine practical use either in assisting in the classification of applicants' experience and qualifications or in lifting some of the burden and perhaps some of the responsibility from itself.

"Such a Board should bring to the assistance of the Commission much special knowledge not only of subjects and branches of knowledge but an acquaintance with the affairs of the country in so far as their technical development is concerned and this latter should apply to the business and financial side of the country's activities as well as to the technical.

"I firmly believe, as I think I also said two years ago when the Commission was good enough to ask my advice, that there ought to be some special means whereby merit, application and initiative in the technical services should be rewarded independently of the period of service, seniority or influence and in this respect I should think that the formation of such a Board as proposed might have a very useful result.

"I presume the Commission in considering this question will have in mind the difficulties of a practical nature in the functioning of a Board of this kind which would be composed of members in different parts of the country. The business would have to be done either by correspondence or by regular meetings held probably at Ottawa, which would involve some expense for travel, etc. Doing this business by correspondence would of course be most difficult, in fact almost impossible I should think. Meetings at Ottawa or at some central point might be feasible if not too frequent but it is hardly to be expected that members of Universities could make frequent trips to Ottawa throughout the year; possibly not more than two meetings might be necessary but in any case some considerable expense would be involved, even without any payment for the time of the services of the members.

"On the whole I should think the organization of such a Board, assuming that it carries out its work diligently and fearlessly, would have a very good effect on the technical side of the Civil Service in raising its efficiency and increasing initiative, etc.

"Its whole success, would, however, depend upon the type of its personnel and upon the diligence and care with which it carried out its work.

"I hope the foregoing observations will be of some practical use to the Commission in studying this question.

"Yours faithfully,

(Sgd.) C. H. MITCHELL,
Dean."

APPENDIX No. 5

"TORONTO, June 6, 1922.

"Wm. FORAN, Esq.,
Secretary, Civil Service Commission,
Ottawa, Ontario.

"Dear Sir,—Your letter of April 12th reached my office during the period when I was absent, and I regret to say that it was covered up by some other correspondence and escaped my notice.

"It appears to me that the proposal to consult a Board consisting of suitable members of the staff of Canadian Universities upon the claims of technical members of the public service for special recognition is an excellent one. I feel personally, and I know that many of my colleagues also feel, that some most excellent work is done by the staff in the Civil Service without any special recognition. The result is that the most able and energetic members of the Civil Service frequently suffer from acute disappointment and turn their attention to merely routine work. In many cases these individuals are not specially desirous of financial recognition, but desire only that the merit of their work should be suitably recognized by other scientific men, and such a scheme as you mention in your letter would appear to meet this need admirably. I cannot help feeling that such an action as a special vote by Parliament would be the greatest stimulus towards efficiency and industry in the Civil Service which could possibly be devised, and with the safeguard that the recognition should be made by outside scientific men, the objection would appear to be almost completely removed.

"Yours faithfully,

(Sgd.) J. WATSON BAIN."

EXHIBIT O

(By Mr. C. Jameson)

STATEMENT OF CIVIL SERVICE EMPLOYEES IN OTTAWA AS OF DECEMBER, 1921

(Cost equals salary plus bonus)
(Average—Salary—Employees)

No.	Department	Permanent	Salary	Bonus	Temporary	Salary	Bonus	Total Number	Cost	Average	No.
			$	$		$	$		$		
1	Agriculture	333	43,981	4,929	40	2,370	586	373	51,866	124	1
2	Air Board	27	4,575	274	77	7,865	1,092	104	13,186	119	2
3	Auditor General	152	18,880	2,128	53	2,128	2,930	205	24,530	106	3
4	Archives	38	6,103	547	7	827	31	45	7,508	154	4
5	Civil Service Commission	122	14,452	1,447	101	6,371	1,346	223 (172 now)	23,616	93	5
6	Customs and Excise	521	65,435	8,655	35	3,173	651	556	77,914	123	6
7	External Affairs	37	5,199	520	24	1,918	393	61	8,030	116	7
8	Finance	320	26,871	4,976	100	4,514	1,315	420	37,676	74	8
9	Gov. Gen. Secy's Office	14	2,969	228	1	50	15	15	3,262	201	9
10	House of Commons	129	23,998	1,705	55	4,634	417	184	30,754	155	10
11	Health	65	9,834	852	15	1,305	208	80	12,199	139	11
12	Immigration and Colonization	133	18,238	1,856	31	2,890	587	164	23,571	128	12
13	Indian Affairs	72	10,963	1,096	6	450	107	78	12,616	146	13
14	Insurance	31	4,913	516	.....	.....	.....	31	5,429	158	14
15	Interior	1,209	168,940	18,339	124	10,552	1,657	1,333	199,488	134	15
16	International Joint Commission	2	252	24	.....	.....	.....	2	276	126	16
17	Justice	90	16,301	1,470	.....	.....	.....	90	17,771	181	17
18	Labour	95	12,249	1,326	37	2,667	635	132	16,877	113	18
19	Marine	138	21,829	2,208	15	2,133	266	153	26,436	156	19
20	Mines	186	33,511	2,601	74	8,170	845	260	45,127	160	20
21	Militia and Defence ‡	364	43,302	5,885	703	52,783	12,404	1,067	114,374	91	21
22	Fisheries	52	6,550	725	14	1,003	201	66	8,479	114	22
23	Naval Service	167	21,107	2,443	45	3,081	597	212	27,228	114	23
24	Purch. Com. of Canada	2	550	30	25	2,935	344	27	3,859	129	24
25	Patents and Copyrights	90	12,446	1,497	24	1,290	353	114	15,586	120	25
26	Post Office	1,143	138,642	20,748	232	13,360	3,530	1,375	176,220	110	26
27	Privy Council	20	3,214	283	.....	.....	.....	20	3,497	160	27

28	P. P. and S.	246	31,264	.....	484	62,579	.....	730	93,843	128	28
29	Public Works	761	96,256	9,787	1,108	48,101	810	1,869	154,955	77	29
30	Railway Commission	66	10,786	1,027	3	130	13	69	11,956	158	30
31	Railways and Canals	230	40,746	3,058	40	3,601	456	270	47,841	164	31
32	R. C. M. P.	23	3,666	307	7	503	101	30	4,577	138	32
33	Secretary of State	80	9,438	1,259	57	5,526	740	137	16,963	109	33
34	S.C.R. and B.P.C.	341	29,440	5,517	735	72,481	9,890	1,076	117,328	94	34
35	S. S. Board	11	2,656	153	156	20,687	2,533	167	26,029	139	35
36	Trade and Commerce	278	30,762	4,018	102	5,979	1,679	380	42,438	111	36
	Total	7,588	990,318	112,434	4,530	356,798	44,394	12,118			
	Grand Total	.....	.....	.....	.....	.....	.....	.....	1,503,944	111	

†Casual labour excepted.
‡Casual labour and prevailing rate employees excepted.

Permanent	7,588
Temporary	4,530
Total, Ottawa	12,118

EXHIBIT O 1

(By Mr. C. Jameson)

STATEMENT OF CIVIL SERVICE EMPLOYEES OUTSIDE OTTAWA AS OF DECEMBER, 1921

(Cost equals salary plus bonus)
(Average—Salary only—Employees)

No.	Department	Permanent	Salary	Bonus	Temporary	Salary	Bonus	Total Number	Cost	Average	No.
			$	$		$	$		$	$	
1	Agriculture	† 745	103,501	12,197	235	23,278	3,049	980	142,026	129	1
2	Air Board	33	5,370	471	102	12,233	1,243	135	19,317	130	2
3	Auditor General										3
4	Archives	20	2,081	332	10	856	192	30	3,463	97	4
5	Civil Service Commission										5
6	Customs and Excise	* 3,075	356,226	62,290	271	22,770	4,691	3,346	445,977	113	6
7	External Affairs	9	2,012	111	28	3,506	642	37	7,273	125	7
8	Finance	* 31	5,216	472	30	2,275	487	61	8,450	122	8
9	Governor General Secretary's Office										9
10	House of Commons	*									10
11	Health	70	9,178	1,089	147	10,436	678	217	21,383	90	11
12	Immigration and Colonization	* 406	48,174	7,598	142	9,193	2,039	548	67,004	104	12
13	Indian Affairs	* 193	25,181	3,301	257	14,157	3,898	450	46,539	87	13
14	Insurance										14
15	Interior	674	84,096	13,095	127	9,521	1,087	801	107,789	116	15
16	International Joint Commission										16
17	Justice										17
18	Labour	* 63	2,230	144	5	430	82	68	2,886	30	18
19	Marine	*			3,585	189,750	15,780	3,585	205,531	55	19
20	Mines	‡ 4	655	55	10	1,495	149	14	2,355	152	20
21	Militia and Defence	85	12,805	1,735	416	33,728	17,820	501	66,089	109	21
22	Fisheries	219	23,149	4,333	779	35,796	954	998	64,233	59	22
23	Naval Service	* 190	20,219	2,998	622	49,334	775	812	73,327	85	23
24	Purch. Com. of Canada										24
25	Patents and Copyrights										25
26	Post Office	* 7,403	867,834	160,594	1,784	110,704	29,202	9,187	1,168,334	106	26
27	Privy Council										27

28	P. P. & S.											28
29	Public Works	**			1,774	174,832	23,025	1,774	197,857	98		29
30	Railway Commission	12	2,530	128	1	80	13	13	2,752	200		30
31	Railways and Canals	**			1,882	129,381	14,094	1,882	143,475	68		31
32	R.C.M.P.				4	220	54	4	374	80		32
33	Secretary of State											33
34	S.C.R. and B.P.C.	20	2,695	297	3,708	425,163	33,130	3,728	461,287	114		34
35	S.S. Board	* 1	125	6	629	80,812	9,218	630	90,161	133		35
36	Trade and Commerce	203	61,032	7,027	441	52,265	5,597	644	125,921	175		36
	Total	13,456	1,624,309	278,273	16,989	1,392,315	167,899	30,455				
	Grand Total								3,462,796	99		

* Some part time employees. Rural postmasters not included.
† Casual labour excepted.
‡ Casual labour and prevailing rate employees excepted.
** At the present time this Department is not in a position to differentiate between permanent and temporary employees outside Ottawa.

Permanent	13,456
Temporary	16,989
Total outside Ottawa	30,445

Ottawa	1,503,944
Outside Ottawa	3,462,796

$4,966,740 Monthly
(or roundly $58,500,000 annually). (Including bonus say $5,000,000 per year.)

EXHIBIT O 2

(By Mr. C. Jameson)

CALCULATION OF PERCENTAGE OF RESIGNATIONS OF SCIENTIFIC AND TECHNICAL EMPLOYEES DURING THE YEARS 1920, 1921 AND 1922.

Note.—For purposes of this calculation the following Units were taken:—

a. Such employees in the entire Department of Mines.

b. Such employees in the Topographical and Geodetic Survey Branches of the Department of the Interior.

Calculations are based upon (1) resignations reported on separation reports submitted by Departments, and (2) the number of scientific and technical employees appearing in the official lists of classification titles for the Units above stated.

Department of Mines—

Number of Scientific and Technical employees	132
Number of Resignations 1920-21, percentage	16%
Number of Resignations 1921, 5; percentage	3.8%
Number of Resignations 1922, 5; percentage	3.8%

Topographical and Geodetic Surveys Branches, Dept. of the Interior—

Number of Scientific and Technical employees	235
Number of Resignations 1920, 10; percentage	4%
Number of Resignations 1921, 8; percentage	3%
Number of Resignations 1922, 3; percentage	1%

Average Percentage—

1920	8.5%
1921	3.5%
1922	2 %
Average over 3 years	4.6%

EXHIBIT O 3

(By Mr. C. Jameson)

CERTIFIED copy of a Report of the Committee of the Privy Council approved by His Excellency the Governor General on the 19th April, 1923.

P.C. 672

The Committee of the Privy Council, on the recommendation of the Minister of Finance, advise that a provisional bonus allowance for employees in the Civil Service of Canada be paid in the fiscal year 1923-24 from the appropriation made by Parliament for the purpose.

The Committee on the same recommendation further advise that the regulations and scales of payment prescribed by Order in Council of 10th July, 1922, (P.C. 1472) for bonus payments in the year 1922-23 be effective for the administration and payment of the bonus allowance in the year 1923-4, section seven of the said regulations being amended to provide for the payment of the bonus allowance on the basis of the salary which an employee is receiving or on any change in such salary during the fiscal year 1923-4, provided that nothing in the regulations shall be construed to mean that the total salary and bonus for 1923-4 shall necessarily be equal to the total salary and bonus for 1922-3.

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

APPENDIX No. 5

EXHIBIT O 4

(By Mr. C. Jameson)

P.C. 1472

AT THE GOVERNMENT HOUSE AT OTTAWA

Monday, the 10th day of July, 1922

PRESENT

HIS EXCELLENCY

THE DEPUTY GOVERNOR GENERAL IN COUNCIL

His Excellency the Deputy Governor General in Council, on the recommendation of the Minister of Finance, is pleased to sanction and doth hereby sanction the following regulations for the administration of the Provisional Bonus Allowance for employees in the Civil Service of Canada for the fiscal year 1922-1923, payments under the said Regulations to be made from the Appropriation made by Parliament for the purpose.

Provisional Bonus Allowance

Section 1.

In addition to all salaries now received by the employees in the Civil Service, a special provisional bonus allowance for the fiscal year commencing April 1st, 1922, shall be paid to all persons employed in the Civil Service in Canada, in groups named below, subject to the provisions and exceptions enumerated.

Bonus Groups

Section 2.—Group I.—(*a*) Any person irrespective of age supporting one or more dependents as defined in Section 3, receiving less than $1,200 per year for full time service and not otherwise excluded by the provisions of these regulations, shall receive a bonus for the fiscal year of $315 payable in monthly instalments of $26.25 each.

The Civil Service Commission shall have power to make regulations to be approved by the Governor in Council classifying as heads of households other persons, the sole support of dependents, who, in the opinion of the Commission, are subject to responsibilities equivalent to those of the head of a family, and on the basis of such regulations shall have power to make rulings as to the receipt of bonus by persons coming under such regulations.

(*b*) Any person irrespective of age, supporting one or more dependents as defined in Section 3, receiving $1,200 or more for full time service, and not otherwise excluded by the provisions of these regulations, shall receive for the fiscal year, the bonus indicated for such person's salary.

Table A

Receiving an Income of	Bonus for Fiscal Year	In Monthly Payments of
$1,200	$297	$24.75
1,250	297	24.75
1,260	297	24.75
1,300	297	24.75
1,320	279	23.25
1,350	279	23.25
1,380	279	23.25
1,400	279	23.25

1,440	261	21.75
1,450	261	21.75
1,500	261	21.75
1,550	212	17.66
1,560	202	16.83
1,600	162	13.50
1,620	162	13.50
1,650	162	13.50
1,680	150	12.50
1,700	150	12.50
1,740	150	12.50
1,750	150	12.50
1,800	119	9.91
1,850 and less than $1,920	69	5.75
1,920 and less than $2,040	63	5.25
2,040 to $2,400		

Where a person is receiving a total salary (as defined for bonus purposes in section 16) at any rate not specified in the above schedule, the bonus payable shall be the amount provided above for the salary nearest to the amount of his income, provided that adjustments be made so that in no case shall the total of salary and bonus exceed the total of salary and bonus provided for the next higher salary.

Group II.—(*a*) Any person 21 years of age or over not the head of a household, receiving less than $960 per year for full time services, and not otherwise excluded by the provisions of these regulations, shall receive a bonus for the fiscal year of $94.50 payable in monthly instalments of $7.87 each.

(*b*) Any other person 21 years of age or over not the head of a household, receiving $960 or over and up to $1,200 per year for full time service and not otherwise excluded by the provisions of these regulations, shall receive for the fiscal year the bonus below indicated for such person's salary group.

Table B

Receiving an income of	and less than	Bonus for Fiscal Year	In Monthly payments of
$ 960	$1,080	$83.25	$6.93
1,080	1,200	72.00	6.00
1,200	....	60.00	5.00

Group III.—Any person less than 21 years of age and eighteen years or over, not the head of a household, receiving less than $1,200 for full time service, and not otherwise excluded by the provisions of these regulations, shall receive a bonus for the fiscal year of $56.25 payable in monthly instalments of $4.68 each.

Section 3.—Dependents as used in section 2 shall be interpreted to include only wife who derives her support from husband; children and adopted children of less than 18 years of age; mother, aunt, grandmother, or female cousin over fifty years of age; father, uncle, grandfather, or male cousin over 65 years of age; children, father, mother, brother or sisters or other relatives incapacitated and unable to support themselves; but in no case to include any person receiving an income, or support equivalent to an income from any source other than the employee of $300 or more per annum.

No employee is entitled to participate under Dependency Clause of the Bonus Regulations, if dependent is resident outside of the Dominion of Canada.

APPENDIX No. 5

Section.—4. Where an employee's dependency responsibility ceases or changes he shall be required under penalty as provided in section 13 to notify his Department immediately which in turn will notify the Civil Service Commission.

Section 5.—Employees on leave of absence for whatsoever purpose will be entitled to Bonus for the whole period they are away at the following rates:

Leave with full pay—full bonus
Leave with half pay—half bonus
Leave without pay—no bonus.

Section 6.—Persons whose duties do not require their full time or whose public functions are incidental to their occupation, or who are permitted while in the service to accept employment or engage in commerce or industry, shall not be entitled to participate in the bonus; provided that persons receiving other than prevailing rates giving their full time to the Service for periods of a month or more, shall receive bonus pro rata for the period worked, in accordance with the provisions of these regulations.

Section 7.—The Provisional Bonus Allowance is to be paid on the basis of the salary which an employee is receiving or on any change in such salary during the fiscal year 1922-23, provided that nothing in these regulations shall be construed to mean that the total salary and bonus for 1922-23 shall necessarily be equal to the total salary and bonus for 1921-22.

Section 8.—Employees in the Canadian Civil Service outside of Canada who are paid according to the scales of pay for corresponding grades or classes of work in Canada shall, if otherwise eligible, under these regulations, to receive the bonus, and if their rates of pay are less than the rates of pay prevailing for similar work in the region which they are employed, be entitled to bonus in accordance with these regulations.

Section 9.—Employees whose positions are classified in classes for which prevailing rates are prescribed, or other persons in positions not classified who are receiving compensation considered by the Commission as equivalent to prevailing rates shall not participate in the bonus; provided that temporary employees who are engaged under the provisions of Sub-section 5 of Section 45B of the Civil Service Act, 1918, as amended by Section 4 of the Civil Service Amendment Act, 1920, may be paid such bonus in addition to the maximum salary provided by classification for the position in question as will bring their total salary including bonus up to the prevailing rate therein specified, such total salary not to exceed the maximum rate prescribed by classification for the position in question plus the bonus added to such maximum rate.

Section 10.—Rural postmasters classified as Postmaster (Grade 1 Office) or Postmaster (Grade 2 Office) and their employees shall not participate in the bonus.

Section 11.—For the purpose of securing departmental uniformity in administration, the Civil Service Commission shall make such application or interpretation of these regulations as may be necessary, subject of approval by the Governor in Council.

Section 12.—The payment of salary and bonus shall be by separate cheque except where combined paylist procedure makes the payment of both on a single cheque advisable. In such case the fact that the bonus is included in the cheque shall be plainly indicated thereon. The salary and bonus for each month shall be shown separately on the monthly paylist.

Section 13.—Proof of wilful mis-statement or concealing of facts such as to lead employee to obtain a higher bonus than such employee is entitled to will be cause for instant dismissal from the service.

Section 14.—Each department shall prepare its bonus paylist for the first payment of bonus on the form supplied by and in accordance with regulations furnished by the Civil Service Commission which it shall thereupon submit for approval. Following such approval it will not be necessary for a department to submit further pay-lists for the Commissions approval, except such supplementary pay-lists as may be necessary to report new appointments, changes in status which will affect the bonus group, including marriages, changes in age, increases in compensation, etc.

Section 15.—The Bonus payment to any household, household being understood to mean a number of persons dwelling under the same roof and composing a family, shall not be more than $409.50, being the amount equal to one maximum head of household bonus and one maximum single person bonus.

Section 16.—In determining the income received by an employee all salary, wages, piecework earnings, and special allowance for all purposes except payment for overtime received by the employee from the Dominion Government shall be included. The definition of "income" established by this section is also deemed to include a special allowance made to a Minister's Private Secretary.

(Signed) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

EXHIBIT O 5

(By Mr. C. Jameson)

P.C. 2449.

AT THE GOVERNMENT HOUSE AT OTTAWA

FRIDAY, the 24th day of November, 1922.

PRESENT

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

Whereas the Secretary of State reports that it is provided in section 11 of the Bonus Regulations for the year 1922-23 (P.C. 1472) that the Civil Service Commission shall make such application or interpretation of the aforesaid regulations as may be necessary, subject to the approval of the Governor General in Council;

And whereas the Civil Service Commission submits that section 4 of the Bonus Regulations of 1922-23 reads as follows:

> "Where an employee's dependency responsibility ceases or changes he shall be required, under penalty as provided in section 13, to notify the Department immediately, which in turn will notify the Civil Service Commission."

and it has come to the attention of the Commissioners that in certain instances an employee's dependency responsibilty has ceased or changed due to the decease of dependents;

APPENDIX No. 5

Therefore His Excellency the Governor General in Council is pleased to amend and doth hereby amend Section 4 of the aforesaid regulations by adding thereto the following clause:

"And that an employee who is being paid full bonus shall be paid the full bonus for the month in which his dependent dies, but after that only single bonus shall be paid, if the employee is entitled to same under the regulations."

(Sgd). RODOLPHE BOUDREAU,
Clerk of the Privy Council.

EXHIBIT O 6

(By Mr. C. Jameson)

P.S. 23/1018.

CERTIFIED EXTRACT from the Minutes of a Meeting of the Treasury Board, held on the 6th May, 1922; approved by His Excellency the Governor General in Council on the 9th May, 1922.

CIVIL SERVICE COMMISSION

The Board had under consideration a memorandum from the Honourable the Secretary of State submitting the following report from the Civil Service Commission.

By an Order in Council, P.C. 3518 of the 21st September, 1921, the following classes of employees were exempted from the operation of the Civil Service Act, namely:

Labourer	(Outside the City of Ottawa)
Assistant Labour Foreman	"
Labour Foreman	"
Charwoman	"

The Commissioners are now of opinion that these classes should be exempted within the City of Ottawa itself and dealt with in accordance with the following procedure:

1. That the selection of employees for the above classes be left entirely in the hands of the Departments, subject to the following conditions:

(*a*) That the appointment is necessary for the efficient carrying on of the work of the Department.

(*b*) That the selection is made without reference to personal or political considerations and strictly on the merit principle as between persons applying or available for the position.

(*c*) That the preference extended by law to veterans of the Great War, to persons in receipt of pensions by reason of their services in the Great War, and to widows of persons who have died as a result of such service, has been faithfully exercised in the selection.

(d) That such persons satisfy the Deputy Minister of the Department or such other officer of the Department as may be designated by him, as to their qualifications.

(*e*) That they are suitable as to age, character and habits.

2. That the compensation be prevailing rates of pay as recommended by the Department and approved by the Governor General in Council and that the compensation carry no bonus.

Provided that, where any position which is exempted under the provisions of Section 38B of the Civil Service Act, 1918, as amended, is to be continued for more than six months, the Department shall report the duties thereof to the Commission and apply for a certificate of classification and that no further payment of salary in connection with the same shall be authorized, except under such certificate of classification.

Provided further that a quarterly report shall be made to the Commission by each department making appointments under the provisions of this exemption, in January, April, July and October of each year, showing the name, duties and location of each person so appointed during the preceding three months, with the date of commencing duty and the probable duration of employment.

The Civil Service Commission is of opinion that it is not practicable to prescribe a system of competitive examination or tests as required by the Civil Service Act, 1919, for making appointments in accordance with the Civil Service Act to positions of this nature as there is good ground for believing that the above classes were among those which Parliament had in mind for exemption in amending the Civil Service Act during the Session of 1921, the Civil Service Commission has the honour to report that it is not practicable to apply the Civil Service Act to the following classes:

Labourer	(Within the City of Ottawa)
Assistant Labour Foreman	"
Labour Foreman	"
Charwoman	"

and to recommend that they be excluded from the operation of the Act and dealt with in accordance with the procedure above outlined.

The Board concour in the above recommendation and submit the same for favourable consideration.

(Sgd) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

EXHIBIT O 7

(By Mr. C. Jameson)

14th June, 1922.

TO HIS EXCELLENCY
THE GOVERNOR GENERAL IN COUNCIL:

The undersigned has the honour to submit the following report from the Civil Service Commission.

Section 38B of the Civil Service Act 1918, as amended, prescribes:

> "In any case where the Commission decides that it is not practicable nor in the public interest to apply this Act to any position or positions, the Commission may, with the approval of the Governor in Council, exclude such position or positions in whole or in part from the operation of the Act, and make such regulations as are deemed advisable prescribing how such position or positions are to be dealt with."

The Civil Service Commissioners are of opinion that the following classes of positions should be exempt from the operation of the Civil Service Act under the above section, namely;

APPENDIX No. 5

1. All positions where the salary does not exceed $200 per annum. (The Order in Council P.C. 1694 of the 19th August, 1919, is hereby cancelled.)

2. All positions for which the compensation provided is fees of office and positions of an honorary character to which no compensation is attached.

3. Positions of Orderly in the office of the Governor General's Secretary. (The Order in Council P.C. 6/200 of the 31st January, 1922, is hereby cancelled.)

4. Positions of Indian Interpreter, Department of Indian Affairs. (The Order in Council P.C. 32/200 of the 31st January, 1922, is hereby cancelled.)

5. Positions of Physician performing the duties of Port Physicians under the Department of Health at the following points:

Province of Nova Scotia

Advocate Harbour.
Annapolis Royal.
Arichat.
Barrington.
Barton.
Bear River.
Bridgewater.
Canso.
Clark's Harbour.
Digby.
Westport.
Glace Bay.
Liverpool.
Lock Port.
Mahone Bay.
Baddeck.
Bridgetown.
Cheticamp.
Clementsport.
Hantsport.
Margaretsville.
North Sydney.
Parsboro.
Pictou.
Port Hawkesbury.
Port Greville.
Port La Tour.
Port Morien.
Pubnico.
Sandy Cove.
Shelbourne.
St. Peters.
Weymouth.
Yarmouth.
East La Have.
Meteghan.
Port Midway.
Windsor.

Province of New Brunswick

Alma.
Albert.
Bathurst.
Campbellton.
Cape Tormentine.
Caraquet.
Back Bay.
Grand Harbour.
St. Andrews.
North Head.
Dalhousie.
Hillsboro.
Moncton.
Richibucto.
Shediac.
Shippigan.
St. George.
St. Stephens.
St. Martin's.

Province of Prince Edward Island

Murray Harbour.
Summerside.
Crapaud.
Georgetown.
Souris.
Alberton.
Rustico.
Tignish.

Province of Quebec

Gaspé.	Magdalen Islands.
Paspebiac.	Percé.
St. Johns.	Rimouski.
Three Rivers.	Sorel.

Province of British Columbia

Nanaimo.	Alberin.
Prince Rupert.	Ocean Falls.
Union Bay.	Powell River.

6. Positions in the following classes of skilled and unskilled labour and domestic service, viz:—

Blacksmith Apprentice.
Blacksmith's Helper.
Boilermaker Apprentice.
Boilermaker's Helper.
Carpenter's Helper.
Cooper's Helper.
Coppersmith's Helper.
Diver's Assistant.
Electrician's Apprentice.
Electrician's Helper.
Garage Man.
Machinist Apprentice.
Machinist's Helper.
Mason's Helper.
Millwright's Helper.
Moulder's Helper.
Pattern-Maker Apprentice.
Pattern-Maker's Helper.
Plumber's and Pipe-Fitter's Helper.
Machinist's Boy.
Quarryman.
Rigger's Helper.
Roofer's Helper.
Saddler's Helper.
Sail-Maker's Helper.
Shipwright's Helper.
Teamster.
Armature Winder.
Assistant Carpenter Foreman.
Barber.
Blacksmith.
Boilermaker.
Boom Master.
Cabinet-Maker.
Carpenter.
Carpenter (Ship construction).
Caulker.
Cooper.
Coppersmith.
Cupola Tender.

Derrickman.
Diver.
Dynamo Tender.
Electrician.
Electric Lineman.
Electric Power Plant Operator.
Electric Wireman.
Elevator Repairman.
Fitter (Machinist).
Gas Engineman.
Grain Hold Boss.
Grain Rigger.
Grain Scooper.
Lineman.
Locksmith.
Locomotive Engineer.
Locomotive Foreman.
Machinist.
Mason.
Milling Machinist.
Millwright.
Moulder.
Oakum Spinner.
Packmaster.
Painter.
Painter and Paperhanger.
Pattern-Maker.
Plasterer.
Plumber and Pipe-Fitter.
Process Welder.
Quarry Cutter.
Railway Signal Repair-Man.
Rigger.
Riveter.
Roofer.
Sail-Maker.
Sawyer.
Sheet-Metal Worker.
Shipwright.
Sign-Painter.
Slide Master.
Stable Boss.
Stone-Cutter.
Tailor.
Template Maker.
Tile and Cement Worker.
Tile Layer.
Toolmaker.
Upholsterer.
Wood Turner.
Assistant Electrician Foreman.
Assistant Mason Foreman.
Assistant Painter Foreman.
Assistant Plumber and Pipe-Fitter Foreman.

Blacksmith Foreman.
Boilermaker Foreman.
Carpenter Construction Foreman.
Carpenter Foreman.
Carpenter Foreman (Ship construction).
Caulker Foreman.
Electrician Foreman.
Electric Lineman Foreman.
Foreman of Dredge Repairs.
Gas Engine Foreman.
Head Chauffeur.
Locksmith Foreman.
Machinist Foreman.
Mason Foreman.
Mill Foreman.
Moulder Foreman.
Mould Loft Foreman.
Painter Foreman.
Pattern-Maker Foreman.
Plumber and Pipe-Fitter Foreman.
Rigger Foreman.
Roofer Foreman.
Sail-Maker Foreman.
Saw-mill Foreman.
Farm Hand.
Fruit Canner.
Charwoman.
Labourer.
Assistant Labour Foreman.
Labour Foreman.
} Orders in Council P.C. 3518 of 21st September, 1921, and P.C. 23/1018 of May 9th, 1922, are hereby cancelled.
Railway Section Foreman.
Coat Room Attendant (Female).
House Maid.
Kitchen Helper.
Repair Woman.
Waiter.
Waitress.
Shipwright Foreman.
Head Waitress.
Housekeeper.
Immigration Hall Attendant.
Laundress.
Matron.
Camp Cook.
Cook.
Official Car Porter.
Automobile Mechanic.
Chauffeur.
Train Conductor.
Culler.

The Civil Service Commission is of opinion that it is not practicable to prescribe a system of competitive examinations or tests as required by the Civil Service Act, 1918, for making appointments to positions of this nature. The Commission is further of opinion that there is good ground for believing

that the above classes were among those which Parliament had in mind for exemption in amending the Civil Service Act during the Session of 1921, and the Civil Service Commission therefore, has the honour to report that it is not practicable to apply the Civil Service Act to the classes mentioned above and to recommend that they be excluded from the operation of the Act and dealt with in accordance with the following procedure:—

1. That the selection of employees for the above classes shall be left entirely in the hands of the Departments, subject to the following conditions:

(*a*) That the appointment is necessary for the efficient carrying on of the work of the Department.

(*b*) That the proference extended by Section 39 of the Civil Service Act, 1918, as amended, shall be observed.

(*c*) That the person selected shall satisfy the Department as to his qualifications.

(*d*) That he shall be suitable as to age, character and habits.

2. That the compensation shall not exceed the salaries provided in the classification schedules, and that where "Prevailing Rates" are provided as the compensation for a class, or where no class schedule exists, the rates of pay shall be such as are recommended by the Department and approved by the Governor General in Council, and that the compensation in these cases shall carry no bonus.

Provided that, where any position which is exempted under the provisions of Section 38B of the Civil Service Act, 1918, as amended, (with the exception of those in Groups 1 and 2) is to be continued for more than six months, the Department shall report the duties thereof to the Commission in order that the position may be classified and that no further payment of salary in connection with the same shall be authorized until the position shall be so classified.

Provided further that a report shall be made by every Department to the Civil Service Commission in the months of January, April, July and October in each year, setting out the name, duties, salary, place of residence and place of employment of each person appointed under the authority of these Regulations during the proceding three months, with the date of commencing duty and the probable duration of employment. In each case where the employee has been on military service overseas, the letters "O.A.S." should be added after the name.

Respectfully submitted,

SECRETARY OF STATE.

(SD) M. G. LaRochelle,
" C. Jameson.
Commissioners.

EXHIBIT P

(By Mr. C. Jameson)

INFORMATION ASKED FOR BY MR. GARLAND, MEMBER OF PARLIAMENTARY COMMITTEE INQUIRING INTO OPERATION OF CIVIL SERVICE ACT.

Fees are collected from candidates who did not serve overseas during the late war when presenting themselves for clerical and stenographic examinations also for Poultry and Egg Inspectors. If for any other examinations it is found desirable to charge a fee, the approval of the Commissioners is obtained.

The attached list show the nature and dates of examinations held during 1922-23 for which a fee was collected also the number of successful candidates who have since been appointed as a result of same.
June 2, 1923.

EXHIBIT P 1

(By Mr. C. Jameson)

The Statistics shown below relate only to Examinations for which a Fee was collected and have no Reference to the many other Competitions held and Appointments made during the fiscal Year 1922-23.

Examination	Date	Place	Number of candidates	Number succ.	Number apptd.
Stenographer	May, 1922	General	417	266	90
Customs Examiner	July, 1922	"	11	8	0
" Truckman	" 1922	Winnipeg	3	1	0
" Examiner	" 1922	Sherbrooke	1	0	0
Stenographer	Aug., 1922	Montreal	1	0	0
"	" 1922	Prince Albert	4	1	1
"	" 1922	Kitchener	1	1	1
Typist	" 1922	Calgary	2	1	1
Stenographer	Oct., 1922	General	340	293	121
Jr. Trade Comm	" 1922	"	7	0	0
Stenographer	Jan., 1923	Halifax	4	2	1
"	" 1923	Toronto	3	0	0
"	" 1923	St. Hyacinthe	4	2	1
"	" 1923	Winnipeg	1	1	1
"	Feb., 1923	"	4	2	1
"	" 1923	Vancouver	2	1	1
Customs Examiner	" 1923	General	6	3	1
Stenographer	" 1923	Halifax	1	1	1
Collector of Customs	" 1923	Canso	2	1	1
Stenographer	Mar., 1923	Montreal	2	1	1
"	" 1923	Toronto	2	0	0
Postal Exam	Jan., 1923	General	842	562	See note
Clerk	Feb., 1923	Prince Albert	1	1	1
Stenographer	Mar., 1923	General	7	3	2

Amount of fees collected for above examinations ..... $ 3,336 00

ADDITIONAL EXAMINATIONS FOR WHICH A FEE WAS COLLECTED

Naval Cadets, 26 at $4.00 each	104 00
Appeal against results of examinations, 11 at $3.00	33 00
Grain Inspectors, 26 at $10.00	260 00
Total fees collected	$ 3,733 00

NOTE.—The eligible lists for the Postal Examinations have been forwarded recently to the Post Office Department where assignments are made in order of merit and it is impossible, therefore, at present to state the number of appointments made as a result of this test.

The Naval Cadets Examination was held for entrance to the Royal Naval College.

The Grain Inspectors Examination was held to establish eligible lists for employment under the Board of Grain Commissioners at Fort William and Winnipeg.

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BULL, GEORGE, Ex-Clerk in Accountant's Branch, Militia Department:—Refers to conditions in 1917 when a large number of men were taken in the service, of whom 4,000 were still in the service at the end of 1920; many of these have since been "blanketed in" and spread in three or four departments—States there is overmanning in the service, 768-769—Private investigations made by witness; found surplus of men in Soldier Settlement Board, 770-772—Investigated conditions in Interior Department for a private individual; overmanning, 772-773—Witness asked to submit data, 773.

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BURMESTER, H. L., Secretary-Treasurer, Amputation Association, Ottawa Branch:—Is employee in the Imperial Pensions Board—His experience in Vancouver when offered a position in 1920 as assistant gauger—Reinstatement obtained—Came East; was given position in Montreal customs—Certain positions in the Daly building held by women which could be filled by amputation cases—Cannot say who are permanent and who are temporary in Imperial Pensions Board; not under the jurisdiction of the Commission—Occupations which could be filled by amputation cases, typists—Appointments made without examinations having been passed—Case of Postmastership at Cobden, Ontario, 438-441—Permanency of work; permanency of pension considered—Salary and pension of witness, $128.75 a month; wife's pension $16.25; cost of living bonus, $26.25, 441—Many grievances would be removed were an amputation case on the Commission, 442—Documents relating to appointment of position in Vancouver for which witness was physically fit, ordered produced, 443.

BURNS, THOMAS HUGH, Secretary-Treasurer, Dominion Customs and Excise Officers Association:—Is Senior Examining Officer of Customs and Excise at Ottawa—Competitive examinations not necessary for promotions because of the method which the Commission has instituted in having the efficiency of men rated—Gives example of procedure *re* a Computing clerk when appointed, 543—Rating for a collectorship, procedure—It is only when candidates are on an equal plane in ratings that an examination becomes necessary—Present system of promotion an incentive to a man to work to improve himself—Candidates have right to appeal if dissatisfied—Recommends the establishment of sub-Councils confining their function to the principle of an *entente cordiale* between the employee and the employer—Would be a sort of Court of appeal but of an advisory character—Believes no civil servant should be in a position to dictate the policy of the Government which employs him, 544-545—Would not take upon himself the duties of an investigator—Believes the function assigned to the Investigation Branch of the Commission regarding certain requirements is practical and of great assistance, although Mr. Gilchrist's opinion did not always prevail—Have fought Mr. Gilchrist at Board of Hearing—Our men were dissatisfied with amount of annual increase which has been $60.00, 546-547—It takes seven years to go from the minimum to the maximum salary in our part of the Service—1,600 men are affected by this $10 a month; the solution lies with the Commission, 547-548—The Service needs superannuation measure very badly and at once; it is an incentive to the young and a protection to the old—Revision of salaries, an important question; the bonus has never been satisfactory; majority of our men are married, 548-549—We have the support of the Minister and the Commissioner of Customs in reference to grievance of the difference between the $6 and the $120 annual increase and we thought that possibly this Committee might make a recommendation to the Commission or to Parliament, 548-549.

BURT, Miss F. M., Member of Committee on Legislation, The Halcyon Club:—Is employee in Laboratory Branch, Customs Department, sugar testing and other work, 467—Upon the question of Superannuation women want to pay same rate as men so as to reap the same benefits—Did not approve in principle of the proposals of the Technical Institute *re* superannuation, 467-468, 471—The Commission has functioned very well regarding appointments—Departmental advisory boards should function regarding promotions—There should be some Board of appeal—A book of information *re* work in all branches of the department would enable clerks to familiarize themselves with the routine of all such work, 468—Some Branches are overmanned—"Hogging" the work—Favouritism—Classification gave some people the major work and other clerks got the minor work only—This condition was very much in vogue while the Arthur Young people were classifying—The Arthur Young book of 2024 (now 1700) classes of positions criticized, 469—Advocates a book on "Duties of Office" that would explain the work of the departments—Protested against her own classification, 470 "Testing" in our department, 471—Technical positions, 472-473—Promotions within the department should not be subject to examination, for the most part—Advisory Boards—Transfers a mutual arrangements between two deputy ministers—Salary revision and bonus—First of all there should be a revision of classification—Chemists' competency on Advisory boards *re* promotions to technical positions—Much more in government work than in academic qualifications—Reasons as to non-approval of written examinations for promotions in the department, 473-475—The selection of competent men to join the Service and the knowledge of human nature a factor; instances of such given and no written examinations taking place, 476-477—The pigeon-hole, mechanical system as we have it now, where so much specializing is required, is certainly detrimental; could be done away with altogether if classification were simplified, 477, 478—Co-operation as between the Commission and the Departments in securing efficiency in the service, 479-481—There is a certain amount of overlapping—Overlapping of equipment in the chemical service, 482-484—Refers to statement of Major McKeand *re* Board of Hearing when sitting to adjust grievances, 484, 487, 488-489—Present regulations in respect to signing the attendance book; certain classes exempted—Standard of examination, 490-493.

CAMPBELL, A. C., President, Civil Service Association of Ottawa:—Association organized in 1907; Membership last year, 1700; Membership fee, $1.00 a year—Is governed according to a constitution agreed to; Issues Annual reports including Treasurer's statement, 189—Association advocates a Superannuation system which would stabilize and unify the public service—A sufficient system would be an incentive for good men to remain in the service until rendered inefficient by age—Would promote efficiency—Maintain the flow of promotion—Facilitate the constant changes in every office and generally improve the morale of the service, 189-190—The principle of Permanency of office in the service is weakened by the legislation of 1919 in the enactment of subsction (3) section 28 in 1919 *re* abolishing permanent positions—Association desires reinstatement of the permanency principle, 190-194—The Calder Act passed in 1920 provided for the retirement of aged employees, and to be in force for one year, and re-enacted each year, does not maintain the principle of permanency, 194—Salary revision, 195—Civil Service Councils and matters included in their scope, 196-197—Defines the term "civil servants"—Definition of, given by the Chairman of the Commission, 199-200.

COLVIN, ROBERT, President, Dominion Customs and Excise Officers Association:—Is Customs collector at Hamilton—Membership of Association—Annual convention held in Ottawa—Reads memorandum representing the views of the Association *re* Staff problems, Merit system, Classification, Revision of salaries, Superannuation—Merit system a great improvement over the patronage system in the Outside service, 535-538—Expresses satisfaction with the Civil Service Commission—Accepted the principle of Clasification, but not the detail of it at time of Re-classification—Went to Board of Hearing and were successful in our appeal cases—Positions in the Outside Customs service—Technical positions in our service such as Gaugers and Appraisers—System of appointment in the selection of appraisers, etc.—Promotion of the witness in the service—Objects to the filling of executive and administrative positions from without the service—Section 21 of 1908 *re* "otherwise peculiar" brought into the service until the Act of 1918 practically all positions of the higher grade; thus men in the service were robbed of the idea of promotion; had no desire to acquaint themselves with the business, 539-541—Procedure followed in the case of appointing a Customs collector—Witness' experience at examinations previous to his appointment to the collectorship—There are 93 persons on the staff in Hamilton and its outports—How efficiency of the men is indicated in Annual report, 541-542—All vacancies in our Branch have been filled by promotion since 1918—Deputy Minister is notified if the service is to be increased, and man is assigned from the Eligible list to temporary service for six months, when collector is asked to report, and Commission confirms man's position, 543.

COOLICAN, P. T., Acting General Superintendent of the Post Office Department:—Generally speaking, the operation of the Civil Service Act has been beneficial to the Post Office department judging by results, first, as regards promotions where practical men have risen from the ranks to higher positions in the service, especially in the Outside service; instances given *re* postmasterships, 695-696—Assistant postmasters can compete with others for a postmastership under the present system, speaking of a revenue post office—Defines a revenue post office and a city post office; staff in the former is paid out of the revenue the postmaster receives and postmaster finds his own staff; staff in the latter is paid out of a parliamentary appropriation, the help therein is appointed by the Civil Service Commission—System of payment of staff in a revenue post office, 696-697—No question of promotion of employees in a revenue post office—Formerly, postmasters of revenue post offices were not considered as civil servants, but since 1918 they are, if their revenue is over $200—Post offices yielding a large revenue in a well-populated town witness thinks should be made city post offices; then such would automatically come under the Act—Preference extended to returned soldiers in the appointment of postmasters—There are some *bona fide* causes of dispute between the department and the Commission *re* certain appointments, 697-700—Grade 1 post offices are known as non-accounting; Grade 2 are accounting post offices; both grades are revenue post offices; postmasters in such post offices are not regarded as civil servants; if such postmasters came under the Act, there being 12,000 there would be 36,000 weeks of annual leave to provide for—Local inspector recommends but does not decide as to appointment to be made; he gathers the facts of the situation and reports, 700—Reorganization and classification; the Grieffenhagen people conducted the former for the Post Office department and the Arthur Young Company arranged the classification—Every permanent employee passes an examination on postal laws, regulations or distribution every year—Supernumeraries, their standing in the service—Rural postmasters, procedure followed in matter of appointments further reviewed, 701-702—Treasury Board in Canada has no personnel they can use to co-ordinate the different activities in the various departments—Effects of standardization and organization in the Post Office department—Positions that are filled as a result of recommendations from member of a constituency, since June 1922—Exempted positions,

703-705—Post Offices put on a city basis—Saskatchewan post offices, 706—Method followed for promotions in cities like Montreal and Toronto—Soldiers preference clause applies even in rural districts where postmasters own building; in the event of death of postmaster his wife would be up against the competition of returned soldiers, 706-707—Too many class titles and the Commission have realized that—Annual increases: advantage gained by having such approved by the Commission—Eligible lists—Residence, length of; man's domicile difficult to define—Man now is not removed except for cause, 707-709—Disputes *re* appointments, 709-711—Dividing line between rural and city post offices, 711-712—Letter-carriers, qualifications therefor, appointments; age limit—Appointments by an independent body, in favour of, generally speaking—Satisfied with present system of promotions—Drivers carrying mails from post offices to trains and steamers, qualifications of, 713-715—Proposed Whitley Councils applied to the Post Office department are liable to become grievance committees—Grievances adjusted by the Board of Hearing—Principle of appeal is embodied in Civil Service Act *re* suspensions, 715-716—Superannuation, decidedly in favour of such measure—Reference to minimum qualification of soldiers—Transfer labourers, qualifications for such positions, 716-717.

CORY, C.M.G., W. W., Deputy Minister of the Interior:—Concur in the statements set forth in Report of Deputy Ministers dated 4th December, 1922—Recommendation, that labouring positions be exempted from the operation of the Civil Service Act—Tests of applicants by competitive examinations, Oral or Written, inquired into, 779-780—Technical, or administrative positions: engineers are members of Engineering Associations, and Head Engineer of Branch would be best able to select competent men—Clerical positions are proper for the Civil Service Commission to handle—Promotions should remain in the hands of the department—At present Rating sheets are supposed to carry 50 per cent of value; witness never had any use for it; the man that is rated highest by the department does not necessarily get the position, 781—Never applied to a patronage Committee—Homesteads and Pre-emptions division; grazing lands, national parks, forests and timber, coal and minerals; staff of outside service therefor almost doubled, 782—Dismissals: Have the right of rejection of a man within six months for inefficiency—After the six months man can only be discharged for cause by Order in Council if he is a permanent official, 783-784—Sections of the Act *re* dismissals discussed, 784-785—Statutory increases present no difficulty—Promotions, a very essential matter; how can the business be carried on if head of a branch or department cannot regard merit and efficiency; employee might feel he has not very much to be responsible for to his Deputy Minister, 785—Witness refers to the Civil Service in England, 786—The Sarah Payne case, 786-787—Merit principle, witness in favour of—Employees of the Department, inside and outside Ottawa, 3,220; categories given; services in main divisions and extent of same—787-789—List of separations for last three years ending March 31, 1923, totalling 758; total number of appointments, 902—**Whitley Councils:** Was not in favour of the scheme of councils at first, 790-791—Procedure *re* appointments to department—Explains the Albert Helmer case; matter before the Commission with a view to his re-employment, 791-792—Situation in the Surveyor-General's department, 792-793—Labouring classes are employed just during the summer season, 793-794—Recommendations for classification, not all followed out—Reclassification has been running on since 1918—Personally appeared before the Commission on reclassification on 692 cases—Had 8 divisions in the service before the classification; now have 313, 795—Increases of salary: have to make out a separate sheet for every increase—About 2,000 are entitled to an increase—A great deal more work entailed in preparing the sheets for increase—Witness gives statement *re* number of communications with the Civil Service Commission, 795-797—Superannuation, salary revision and bonus, 797—Amalgamation of branches of the service—Utility division of clerks—Increase of staff—Immigration department; Land titles branch, 798-799—The Matador Ranch, 799—Negotiations *re* Natural Resources, 802.

DESBARATS, C.M.G., GEORGE J., Acting Deputy Minister of Defence:—Departments of Naval Service and Militia amalgamated—Staff much reduced—Grievances subsequent to classification, very good results obtained from Board of Hearing—Superannuation would be a great improvement in the administration—Witness' departments have been fairly well reorganized—Classification is entirely too complicated and should be simplified—The more co-operation there is between the Commission and the Deputy Heads, the better, 717-718—Effects of reorganization of witness' departments: simplified the administration; consolidated the services; reduced the personnel and the expenditure—Personnel cut down by 125—Air Board, Naval department and the Miltia department were brought together under one head—Not prepared to say anything about the other departments, 719-720—Thinks the classification is too rigid and divides the service into too many water-tight compartments—Distinction of positions and occupations taken into account in the classification—Not a member of the Deputy Ministers' Committee—Have found great advantage in having professional

and technical positions filled by the Civil Service Commission—Promotions: many cases where the Deputy Minister or Chief of a Branch can judge best of the qualifications of the applicant; in case of dissatisfaction an appeal to an independent body is a great safeguard—Thinks an independent body like the Commission would make a very good Appeal Board, 720-721—Positions recommended in the Deputy Ministers' Report for exemption pertaining to the Defence department: thinks that such positions can be better and more expeditiously filled locally by the local authorities—Positions in the Quebec Arsenal; naval dockyards at Halifax and Esquimalt are filled by the local superintendent under the Minister's responsibility—Rates of pay are practically Union rates, 721-723—Positions believed to be susceptible of competitive examination; certificates of qualification held by men operating marine engines, cranes, etc. 724—Went to the Commission to obtain the men in every case where special or technical qualifications were required; instance given of such position in 1908—Bonus not granted to mechanics and employees in minor grades in Quebec Arsenal—Not allowed a bonus but they would qualify for retiring allowance—Men who are practically permanent should be provided for by superannuation, the test for which is length of service, 725-728—Knowledge of the requirements of a department as between the Commission and the departmental heads—Recommendations made by the department have not always been accepted by the Commission—Responsibility—Commission relies on the department for a statement of what the requirements are—Deputy Minister has his power to recommend—Many appointments have been made from the outside who were not recommended by the department, 729-731.

DIX, GEORGE M., Clerk in the Great War Veterans Association:—Application for position in the Service of W. R. Shearer inquired into, 575—Instruct men how to make application for positions in the Service—Will admit that a lot of returned men have been placed in positions in Ottawa under P.C. 1053—Advertising of positions, 576—Case of Mr. Carriere who had lost an arm in the war and who had been temporarily employed considered, 577.

DOBBS, W. S., President, Toronto Branch, Amputations Association:—Is also member of Dominion Executive—Supports seven recommendations given in Mr. C. Grant MacNeil's evidence—Want the preference *re* disabled men maintained—Placing amputation cases in permanent positions a great difficulty—Competitive and non-competitive employment—How the Dominion Government could assist in securing employment for amputation cases—Desires that Orders in Council P.C. 2958 and 3895 *re* temporary employees in three departments be amended; also that P.C. 3172 be applied to same *re* transfers to permanent government departments; also that P.C. 2944 *re* training for qualifications be applied to them, 609-610—Excellent co-operation in Toronto where 261 amputation cases are employed by the Provincial Government—Order in Council P.C. 2944 can be made to apply very effectively in the employment of disabled men with severe arm and leg disabilities—Occupations suggested, 611-612.

ELRICK, J. A., General Secretary, Amalgamated Civil Servants of Western Canada:—Is Letter Carrier in city of Winnipeg since 1906—Reads letters addressed to Premier *re* return to patronage to be regretted; Merit system a basis for efficiency; the Establishing of (1) A National Council, (2) Departmental Councils, and (3) District and Office or Works Committees when deemed necessary, 404-405—Councils, how composed; their scope of work—Matters in which witness differs from proposals of the Associated Federal Employees—Reads from a Report of the British Whitley Councils scheme that part in which witness' organization agree—Regarding promotions and Discipline, 403-408—Would have Commission continue in their function and scope of operations as now; Cases of dispute could be submitted to the Councils—At present, a Postmaster in filling out Forms sent him by the Commission, could favour any particular individual—Appointments made since 1918—One case in mind—Several cases of appeals made to the Board; decisions given were considered unfair by our organization—Expresses satisfaction with present mode of appointments—Absolute need of some Central body that could give information concerning any question affecting the service, 408-410—How waste of time could be obviated in matters of appointment; Cases when four or five first names on Eligible list have secured positions, 410-411—Recommendation from the Deputy Head to the Commission in the matter of transfers should carry weight—Would recommend a reduction of the number of classes of positions in the Re-classification—Generally speaking we are satisfied with present classification, 412—Membership of our Organization—Believes the Civil Service Act has the proper principles and can be administered properly by the Commission, 412-413—Our conception of a Department council would be an Advisory body and not one which would usurp or override the authority of the Minister, 413—Generally there is no overmanning; there are busy and slack seasons in a post-office—Advisory councils would create more confidence, and assist in keeping

things running smoothly, 414—A Superannuation measure should be enacted on a contributory basis—Not satisfied with present salary range; desire bonus to continue until revision—Present salary and cost of living in Winnipeg—Bonus, 415-422. Mr. Elrick recalled and further examined (422)—Submits to Committee a Letter addressed to the Premier, dated March 2, 1923 *re* discrimination against single men employees under the provisions of the Cost of Living Bonus, 422-423.

FOLEY, JAMES, Member of Dominion Public Works Federation:— Is a Mechanic in the Queen Street department of public works, Ottawa—The labourers are paid 45 cents an hour; the City pays them 50 cents an hour, and Contractors pay 45 cents an hour—Our men are all on the Temporary list—No permanency in our department—Would like the prevailing rates of pay with appointments made on a permanent basis and with the privileges which the Act confers regarding sick leave, holidays, etc.—Have made application to the Deputy Minister and the Commission; nothing doing—Would like to be put on the same basis as the corporation employees of the City of Ottawa, 549-551.

FORAN, WILLIAM, Secretary, Civil Service Commission:—Evidence of, *re* Operations and Work of the Commission, 1-32, 33-45, 45-56, 60, 78-82, 103, 111-112, 177-187. Explains in the course of other Witnesses' examination certain points arising, 67, 71, 73, 77, 98-100, 104, 110-111, 121, 147, 152, 165, 168, 175-176. Personnel and Staff of the Commission in 1908, 1918, 1923—Number of civil servants when Act of 1908 was administered; Number brought in under order in council of February 1918—Order in council extending the principle of the Act of 1908 to cover the outside service did not include staff of the Income Tax Branch and certain other departmental employees—Procedure adopted in appointments of postmasters, lighthouse-keepers—Circularizing Post Office inspectors and others in matter of appointments—Competitive examinations—Merit and Ratings forming basis for promotions in addition to qualification—Exemption of certain positions from operation of the Act following Report of the Spinney Bill Committee—Disabled soldiers' preference—Reports on qualifications of applicants for positions in Marine and Fisheries outside service and other service, how effected—Competitive examinations not always possible, 1-32. Mr. Foran recalled and further examined (33)—Produces documents *re* list of positions excluded from operation of the Act, and others enumerated, 33—Procedure followed *re* appointments to Canal service, Forestry and Fisheries, Meteorological service, Railways, Public Works, and Marine service whereto positions do not lend themselves to written examinations—Reports received by Commission, how inspected and dealt with by Examination Branch—Statement *re* larger groups of employees in the various services, and method of filling positions—Pamphlet submitted showing subjects of examination—Eligible lists—Examinations, how conducted—Necessity of Special Boards to examine applicants for professional and technical positions, 33-45. Mr. Foran recalled and further examined (45)—Suggests that Mr. Bland could explain more minutely the details of the Commission's examination work, 45-46—Figures given showing number of rural postmasters, different classes and salaries, 46—Specific case explained as to why highest rated applicant was not accepted, 47—Data *re* employment of temporary help, 47-50—Statistical and Correspondence of the Commission—Duties of Mr. Patching when attending in the House of Commons—Mr. House's letter read, 50-56. Mr. Foran recalled and further examined (60)—Suggests that Mr. Putman of the Organization Branch be now examined for evidence as he could give details of such line of work more accurately, 60. Explains, in the course of Mr. Putman's examination, a point relating to the classification and advertising of a position to be filled, 67, 70—Suggests that Mr. Putman be asked to describe the procedure *re* the creation of new positions whom the investigators consult, etc., 71, 72—No right to investigate the work of a man after he is appointed, 73—Explains as to transfers of an employee from one department to another, 74-77. Mr. Foran recalled and further examined (78)—Circulars sent to Departments *re* further positions to be exempted from the operation of the Act, in 1921—No conference held as to character of evidence to be given before the Committee—Statement of operations under the Order in Council of December, 1920—Approximate number of positions exempted by Order in Council of June 1922—Data requested *re* vacancies filled since 1918 without reference to the Commission, 78-82. Explains in the course of Mr. Bland's examination the Commission's authority *re* lists of eligibles that are received from the Examination Branch, 98—The Commission looks favourably upon the suggestion of amending the Act pertaining to lists of eligibles being kept and their shorter period of existence, 99-100. Mr. Foran recalled and further examined (103)—Suggests that Mr. Baril, the head French examiner and Mr. Bland's assistants be examined for evidence, 103. Asks the Chairman's permission to have Mr. Thivierge explain how he obtained his promotion, 110—Never consulted with any member of the Commission's staff with regard to the nature of the evidence which was to be given before the Committee, 110-111. Mr. Foran recalled and further examined (111)—Data produced *re* number of employees and salaries paid in

Soldier Settlement Board, Soldiers' Re-establishment, Pensions Board, and Income Tax Branch, 111-113. States in the course of Mr. Bourbonnais' examination that the Form of oath relating to the examiners will be brought down; not sure that it has been submitted, 121. Suggests in the course of Mr. Morgan's examination, that some member of the Committee ask the question as to whether any Commission or higher official ever got an examination paper and marked it, 152. States in the course of Mr. Nelson's examination, that Annual reports of the Commission contain list of all examiners, 165—*Re* examination of candidates by Mr. Nelson—Memorandum *re* case of A. B. Muddiman, 168—Re-classification problems and methods of the Commission, offering to give evidence in relation thereto, 175-176. Mr. Foran recalled and further examined (177)—Further information *re* employees of the Soldier Settlement Board, Income Tax Branch, Soldiers' Civil Re-establishment, Board of Pension Commissioners—A working arrangement agreed to—How certain departmental employees were made permanent—Decision of Law officers of the Crown in respect to certain appointments—Positions in Census staff and Income Tax Branch declared exempted from provisions of the Act, 177-183—Order in Council exempting all positions under salary of $200, 184-186—Exemption of employees of railways, 186—Position of Mr. A. C. Kemmis explained, 187.

GARRETT, CHARLES, Senior Examiner, Civil Service Commission, Examination Branch:—No knowledge of Papers, under examination in our Branch, having been taken away by officials of the Commission—Witness attends Advisory Boards meetings representing the Commission and giving Advisory Boards all the information required in respect to provisions of the Civil Service Act such as the provisions in respect to residential preference, overseas service preference and disability preference—Advisory Boards rate the educational attainments of candidates, 141-142—The Commission pays travelling expenses of members of Advisory Boards; allows no fees; services of same are gratis—Experience of witness before, and after entering the Commission's service—Qualified in a competitive examination, 143-145—Advisory Boards prepare questions for the oral part of examinations *re* higher positions and cross-examine candidates to get an idea of their personal qualifications and physical fitness apart from their technical knowledge—Reason given as to why the Commission secures the aid of Advisory Boards—The provision of the Civil Service Act in respect of residence is an important factor—Gives an instance of what happened in this respect—Advisory Boards report their findings to the Commission, 146-147.

GRISDALE, JOSEPH, Deputy Minister of Agriculture:—Relations with the Commission very satisfactory—Not always easy under the Civil Service Act to get men appointed to handle the work—Appointments and length of time it takes to make them—Require appointments for technical positions fairly quickly—Difficulty in handling the situation when a technical man is required immediately—Eligible lists too long-lived to suit us exactly—Eligible lists for clerical positions outside of Ottawa found to be non-existant—Number of technical positions—Non-technical or clerical positions absolutely unnecessary to have such great diversity of classes—Rates of compensation, 653-656—Process of getting a man into a higher position a difficult one—Instance given of a man's position being reclassified at a higher salary which enabled department to keep him, 656—Every recommendation made has been approved by the Commission for our department—Tremendous amount of correspondence in various lines which might be done away with—Co-operation has been excellent—How the work of the Commission and the work of the department could be greatly improved and facilitated, 656-657—Labour positions exempted from the Act, 657-658—Permanency of employment among labourers: superannuating about a dozen this year who have had from 18 to 35 years' service, 659—Present procedure in appointments to technical positions and examinations therefor, 660—The Commission acts on the recommendation of the Board of Examiners—Some of such examiners are men of the department, 661-662—The classified positions at the Experimental Farm and salaries—Hours of work and wages of labourers at the Experimental Farm, 662-663.

GUTHRIE, MISS MORA, Examiner, Civil Service Commission, Examination Branch:—Sets papers on stenography, typewriting, also sets clerical papers for junior positions—Examines the papers which she sets—Such papers are not seen by anyone but herself and the civil service printer—Was never approached nor asked to see the papers which she examined—A Graduate in Arts (Queen's)—Experience—Salary, 114-115.

HODGSON, RALPH, President, Amputation Society, Ottawa Branch:—Membership in Dominion, 2,300; in Ottawa, 65, of whom 90 per cent are employed in Government—Amputation cases are 100 per cent disability in the labour market—Request that Committee's recommendations of last year be strictly enforced, in that disability cases be given preference in the Departments—Very few at present are permanent—Occupations chiefly are caretakers, elevator work, mechanical, and clerical—States principal

grievance of elevator men of whom only four are permanent, 423-425—Specific cases inquired into—Believes the Commission's records of disabled men are not sufficiently kept—Examinations—Temporary amputation cases let off the elevator service at various times, 424-427—The Carrier and Gasparrie cases inquired into—Amputation case a handicap because man cannot oil or repair his own car, it is contended by Officer in charge—Large number of amputation cases in Toronto—Would suggest that amputation cases be given a chance to prove their fitness before claiming they are unfit—Would be satisfied if a medical officer examined into the qualifications of an amputated case, 426-429—Limb factory in Toronto; no accident happened to amputated men there, 430—Have very little trouble with the permanent men—Amputation cases in clerical positions—Witness himself is a Clerk in the Militia department—Case of Mr. Ruddy inquired into, 431-433—Would request that provision of P.C. 2944 *re* vocationally trained men to be made permanent without an examination, be carried out, and that arrangements be worked out between the Commission, the D.S.C.R. and the Departments to this end, 433-434—Situation in Toronto further inquired into—Resolution of Vancouver Amputation Association *re* having a representative on the Civil Service Commission, 434-438.

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McGARRY, SIMON, President, Montreal Branch, Dominion Public Works Federation:—Definitions in Classification Book conflicting as to positions and duties of positions relative to certificates of qualification held by incumbent—States that duties of Firemen cleaners, Firemen helpers and Firemen labourers are the same; differences of salary pointed out in relation thereto—Montreal positions and duties of men are similar to all such in other parts of Canada—Ottawa exceeds in number of employees in public works—Only five or six men have been added to Montreal staff within last three years that are of the exempted class—About a dozen men have been appointed who come under the jurisdiction of the Commission—Alludes to some rule now in effect by which a man after six months' service has to be re-engaged, 520-521—System of advertising and filling vacancies for Montreal public works; Officials make the recommendation whether for the permanent or the temporary positions, 521-523—No examination known to have been held, 523—Men employed for five or six years still paid the minimum salary which is a pernicious system for the men—Three men are paid $5 per month less than the minimum salary—Twelve or fifteen men were employed for nearly six months, then were laid off for a few days and re-engaged; this was to break continuity of service; belonged to the exempted class, 524—Ratings—Appointments made under section 38B of the Act where examinations are not susceptible, therefore exempted from the operation of the Act—Would rather go back to the old system and enjoy the privileges conferred by the Act—Civil service investigation in Montreal a mess—Superintendents—List of appeals—Board of Hearing and its decisions, 525-527—Boiler men, plumbers, firemen, engineers must have certificates of qualification and do not undergo further examination—Men of long service in Montreal have enjoyed the protection of permanency, but present system can terminate such permanency by a stroke of the pen, which system we absolutely condemn, 527—Majority of our men were opposed to "prevailing rates" of pay being instituted, but a few did ask for such rates, 528—Married men in the service are living on $60 a month plus Bonus of $26—Men

want permanency of appointment and privileges of Civil Service Act—Paid less than schedule of rates of pay, 528-529—Men offered to accept an increase of 5 cents an hour—Winnipeg men are paid $1.25 an hour, Ottawa, 90 cents an hour, and Montreal 85 cents for similar work, 530—Would be willing to scrap the Classification clause to obtain the old salary plus the privileges which the Act now confers—Suggests that recommendation be made for allowance of half day's pay together with travelling expenses for the 6 witnesses including Mr. Elrick who are attending the Committee, 531-532.

McKEAND, MAJOR D. L., President, The Civil Service Federation of Canada:—Various Associations which the Federation represents—Purpose of the Federation at time of its organization was to evolve a uniform Superannuation system which was introduced before Parliament some years ago—Certain Associations which do not form part of the Federation—Written statement now presented and about to be read was prepared by the Executive of the Federation, 213-215—Federation desires efficient and economic administration consistent with fair and reasonable treatment of the Service, 215-216—Salary revision and Bonus—Inadequacy of present Canadian civil service Salary—Smallest Salary paid in the United States service, $1,080; in the Canadian service, $600—Proposed United States classification shows a slight increase over the present classification—Amount of Bonus in Canada added to salaries of $600 is $315 for householders and married men; for non-householders it is $94.50—Number of employees in the service receiving a salary of $600 and number, receiving less than $1,000 a year—Grant of Bonus delayed last year a cause of difficulty—Superannuation and its advantages; Contributions thereto—Amount of Retirement Fund at present—Question whether beneficiaries of Retirement Fund would consent to transfer of share into Superannuation Fund Account—Cases where they might not consent to such transfer, 216-222—Board of Hearing and the continuation of its principle—How Board of Hearing was constituted following the Arthur Young Company classification; its fitness and service—The process of revising classification is a ceaseless flux—Plans for a more elaborate system of Civil Service councils, 222-224—Promotions could be handled by Civil Service councils instead of by the Civil Service Commission, 225—The Civil Service itself advocated re-classification—The Arthur Young Company secured by the Commission as its advisers, and work started in 1918—Publication of a book containing the re-classification; Grievances followed; a Board of Hearing was instituted to revise the re-classification and redress the classification—Classes of appeals—Number of class of appeals decided between the Commission and the Departments—Professional and Technical men's appeals heard by the Board, 226-229—Stand all-four for the Merit system, 229-230—Board of Hearing now discontinued—What the functions were of the Board of Hearing; what it could do if re-constituted—Not satisfied with present system of promotions—Departmental council *re* promotions would be infinitely superior, 230-232—Sick leave—Competitive examinations—What the Federation would agree to *re* protection of the civil servant when promotions are considered—Proposed procedure if the Deputy Minister made a promotion and those in line for promotion were not satisfied, 233-234—Experience of Witness before and after entering the Service—Classification of staff of Board of Pension Commissioners based on the Civil Service Act of 1908; Right of Appeal to Pension Commissioners who made final decision—Case of a disabled soldier given the preference over a physically fit ex-service man to a position which cost him his life, 234-238—A Board of competent Examiners; Advisory Boards and present system perused as compared with proposed method outlined in the course of Witness' examination *re* examinations for higher positions, 239-240—Major McKeand recalled and further examined (240)—Corrects a statement given at previous hearing *re* membership of the Civil Service Federation of Canada, 240—Representations made to the Committee and statement read at last meeting voice the judgment of the Executive of our Organization—Merit system approved; Patronage disapproved—Exemption of the Labour forces from the operations of the Civil Service Act, 241-242—Promotions up to a certain grade should be made through competitive examinations——Joint Councils would be of assistance in determining who was the proper person for the position—When speaking of a Civil Service judge reference is made to the Commission, 242-243—Technical positions—Positions which command a salary exceeding $2,400, how appointments thereto should be made, 244-247—How the Merit system could be assured within a department in the matter of promotions, 247-248—Would like the Board of Hearing extended; how to be constituted, 249. Major McKeand recalled anad further examined (606)—Reads Minutes of proceedings of meeting of the Executive of his Organization showing approval of witness' evidence also that of Miss Inglis, given before the Committee—Mr. O'Connor's evidence was his own personal view of matters within the operation of the recommendation of the Board of Hearing—Submits Financial statement of Federation, recognized by the banks, 606—Question of

permanency and non-permanency in the service—Submits Order in Council P.C. 2722 *re* gratuity to people leaving the service—Reads letter of Mr. George Sleeman addressed to the Civil Service Association *re* permanent position abolished and no other position in the service obtained, 607-608.

McNAUGHTON, H. R., Junior Examiner, Civil Service Commission, Examination Branch:—A Graduate of Stratford Normal possessing a permanent Teacher's Certificate for Ontario—Sets and examines the papers for the Departments of Finance, Insurance, National Defence, and Soldiers' Civil Re-establishment, chiefly in Bookkeeping—Confers with Departmental Officials in respect to specific duties in which Witness sets papers is Grade 1 Accountant carrying a salary of from $1500 to $2100—Other classes of positions for which he sets Papers, 169-170—Procedure followed in promotional competitive examinations—Cases when a man is rated the highest is turned down on the examination part—Witness' case when examined, 171-172—Further details of procedure given, 172-173—Procedure in Appeal cases, 173-174—Was not called upon within the last year to set Papers for the Department of Soldiers' Civil Re-establishment, 174-175—New permanent appointments are put through by the Commission; Temporary appointments are handled by the Departments, 175.

MORGAN, RODERICK, Senior Examiner, Civil Service Commission, Examination Branch:—Witness is one of the Eleven Examiners—Sets Papers in Office Practice, Organization, Arithmetic, Filing, Indexing: also Papers relating to examinations for positions as store clerks, supplies, and ordinary clerks—In charge of all recommendations for appointments in the Department of Marine and Fisheries; in charge also of seasonal appointments on Canals—Relates his own experience before, and after entering the Commission's service, 148-151—Confers with Departmental officials on Papers relating to Duties of Office—Witness and representatives of Departments jointly correct and mark Papers for which questions were suggested by a Department—Checks all answers to see if they have received relative marks, 152—Received no instruction as to what evidence witness was to give before the Committee—No examination Papers to his knowledge were improperly secured by officials of the Commisison for marking, 153.

MOUNTAIN, GEORGE A., President, Professional Institute of the Civil Service:—Is Chief Engineer of the Board of Railway Commissioners for Canada—Branches of Professional work which the Institute embrace—Witness reads a Statement—Members of Executive of the Institute for 1923, 262-263—Views of the Institute *re* Appointments—Appreciation expressed *re* Board of Hearing and hope that in some efficient form it may be continued as a permanent part of the C.S.C.—Do away with patronage—Advisory Boards, 263-267—Promotions, and how they should be effected, considered, 266-268—Appointments and modes of appointing considered—Deputy Ministers who are technical men and competency to recommend appointments a matter of knowledge—Represents only 918 members of the service—Definitely against the principle of patronage—With the merit principle there must be an independent body to apply the merit principle—Any system is bad that leaves it to one man in the matter of appointments and promotions, 269-276—Names of Assistant Engineers and where stationed, given who were appointed by Order in Council upon the request of the Board of Railway Commissioners and recommended by Witness, 277-278—Qualifications of Witness, 278—Suggestions *re* Superannuation—Efficiency affected in the absence of a superannuation system for the service—Age limit, the Institute has no suggestions in relation thereto, 279-280.

MULVEY, K.C., THOMAS, Under Secretary of State and Deputy Registrar General:—Two principles which he thinks will always interfere with the working out of the Civil Service Commission as it is now constituted: it interferes with responsible Government as pointed out by Sir Joseph Pope; secondly, the civil servant takes his directions from the Deputy Minister, but he looks for promotion and preferment to the Civil Service Commission—The Civil Service Commission an admirable system for holding examinations for entrance in the Service—Cannot be put on a business basis—Civil Service established for service, not for profit—Very well satisfied with the clerks sent us by the Commission with some exceptions, 622-623—Believes patronage is the democratic way of appointing to the Civil service—Effective elements of a merit system, 624—States that the whole State Department has been unfairly dealt with in the classification throughout—Classification should have followed organization of the departments—Work of reorganization and classification at Printing Bureau was fairly efficient—Organization explained, 625-626—The Minister has not full control of his department—Number of staff in State department in 1909 and 1923; letting out two or three of the staff this year—No overlapping; Instance given showing co-operation between the departments, 627-628—Promotions in the State department; instance given of a recommendation which did not go through, 628-629—Appointments, professional and clerical, the system which prevailed before 1908 and appointments under the Act of 1908; witness' views

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and suggestions relating thereto, 629-630—Promotions under section 24 of the 1908 Act—Efficiency and economy in the Service—No Outside service in the State department—Superannuation; present system unfair to many civil servants, 630-631—Personnel Boards, 631.

NELSON, STANLEY G., Junior Examiner, Civil Service Commission, Examination Branch:—Knows of no case while a competitive examination was being proceeded with when an official would come and ask if Mr. So-and-so were a candidate or take the papers and examine them—Did not rehearse the evidence about to be given with anybody before coming here—Examiner for competitive examinations for Public Works department and the Seed Branch of the Department of Agriculture, also in some matters pertaining to Naval Service, 158—Procedure followed in the case of an examination for an analyst in the Seed Branch—The Department has set the technical part of the Papers in the past, but not at the present time except if it be felt that the examination branch lacks the qualification—Witness does not pretend to be able to set technical Papers, 159-160—Qualifications and experience of the witness—His duties in connection with Public Works local competitive examinations such as Caretakers, Elevator operators, engineers—The selection for positions such as civil and mechanical engineering is made by the Advisory Board—A concrete case *re* Seed and Feed Inspectors' examination inquired into as to procedure—Canada divided into six districts regarding Seed and Feed Experts; in each of such districts is a supervisor who acts as the Commission's representative and Chairman of the Examining Board, 161-165—How Examining Boards are constituted, 165—How ratings are arrived at, 166—Period of time for the closing of applications after a position is advertised, 167—The Examiner decides whether an investigation into ratings should be had—The Chief Examiner could demand an investigation into the ratings—Witness took his degre in Biology with honors, 167—Witness advertises vacant positions in Post Offices, Employment Offices—All positions in Ottawa and the more important positions outside are advertised in the *Canada Gazette*, 169.

NEWCOMBE, C.M.G., E. L., Deputy Minister of Justice:—Labourers positions in the service, does not think appointments should be made through written competitive examinations—Deputy Ministers' Report *re* Civli Service Commission and Civil Service Act, was a member of the Committee; attended several meetings, and concurred in the report—Members agreed to compromise to make report unanimous, 663-664—Outside Service employees, rural postmasters and exclusion of same from the operations of the Act, concurred in—List of positions in Justice department recommended for exemption, such as wardens and officers of discipline in penitentiaries; reasons given for such exemptions, 664-665—Legislation to produce efficiency in the service has been progressively downward since 1893—Provisions under section 13 of 1908 Act *re* appointments by competitive examination, and section 21 of 1908 Act *re* professional and specially qualified officers appointments inquired into, 665—Clerical positions: it is possible to hold competitive examinations for such and to produce a list classified in degree of ability or merit—Not satisfied *re* present mode of making appointments to technical positions—Does not see any advantage in going to the Commission about promotions—Classification Book ought to be done away with altogether, 666—Classificas it stood 30 years ago ought to obtain; fewer and simpler regulations would make for efficiency and economy in the service—Transfers, sick leave and discipline: not enough elasticity in the matter of transfers—Councils in the service: this is one thing which the Committee of Deputy Ministers were unanimous about—All agreed on the necessity of a proper Superannuation measure—In Justice department a great deal of time is taken up at interpreting the Civil Service statute and regulations, 667—Civil Service legislation has of late taken away the selection of important officers positions from the people who are best qualified to judge of the capacity of the candidates, 668-669—Section 38 of 1918 Act *re* appointments to be by competitive examination, and section 43 of 1919 Act *re* appointments upon competitive examination, reviewed and discussed regarding interpretation and scope, 669-671—Mode of selection for professional service and the confirming of such selections: what is the best procedure, 671-672—Promotions, 672-673—Classes of employees in Justice department, 673-674—No recognition of the value, of the personal qualities of the man—Ratings, 675—Discipline and dismissals, 676—Examinations, 677—Advertising of vacancies for technical positions, 678—Not objecting to the work of the Civil Service Commission; are assigned a job they are well qualified to perform, but they have a system to enforce which it is submitted is a bad system, 678-679—Outside service *re* penitentiaries' wardens and employees: methods of appointment thereto, 679-681—Efficiency not designed by the section of the Act which gives preference to ex-service men, 681-682—Whitley Councils, have not considered same—Would not be disposed to think favourably of an independent tribunal presided over by a judge to hear appeals; the less machinery there is in the service the better; there is too much already, 682-683.

O'CONNOR, J. C., Member of Executive, The Civil Service Federation of Canada:—The better features of the 1908 Act have been preserved in the present Act—Some provisions in the present Act are superior to those of the 1908 Act, for instance the idea of classification is superior also the bringing in of the outside service—Present system is that the service shall be recruited with those who are best fitted to perform the duties they are called upon, and that promotion shall be given to those who merit promotion, 443-445—Section 13 of 1908 Act *re* competitive examinations, section 18 *re* selections to fill vacancies, section 21 *re* specially qualified officers and section 24 *re* promotion by merit inquired into, 445-446—No general complaint as to transfers—Discipline, dismissals and selections by Deputy Ministers—Clerical, and technical appointments should be made by the Commission differing in this opinion from a previous witness who is a member of the Federation, 446-448, Sick leave—Over-manning and over-lapping in the service—Reorganization is needed and when the service is reorganized over-lapping will be corrected, 449—Believes no man alone could manage the whole civil service—Utility Branch or flying squadron who could be sent from one department to another when peak loads of work occurred—Does not think that Councils could take over the whole function of the Service; have such Councils act as advisers would be witness idea—Ratings should come under two heads; efficiency and fitness for the position, 450-451—Objectionable features of present system of ratings and promotions, 452-457—Suggests that legislative sanction be given to set up Councils—Central council to be composed of not more than 15 members—The Outside Service—Some results of the 1918 legislation—Occupations in the Service, the incumbents of which are not really civil servants, such as lighthouse-keepers, etc., 458-461—Superannuation, the sooner the better; only adds difficulties by putting it off; should be as generous at least as what the Calder Act provides for at present, 461.

PARKINSON, N. F., Deputy Minister, Soldiers' Civil Re-establishment:—Department was taken out of the control of the Commission in 1919—About 250 civil servants out of a total of staff of 3,700 have had to do with the Commission—Staff at the end of 1920 numbered approximately 9,000; of this number about 15 or 20 per cent had been appointed through the Commission—Procedure *re* appointments at present: Reads statement in this connection, 802-804—Preference given to returned men—Divisions of the work of department, 804-805—Efficiency of administration discussed, 805—Promotions are attended to within the department—Many of staff are on a temporary basis—Relations of department with the Civil Service Commission—Classification—787 employees are in Ottawa; all the rest of our service are outside, 806-807—What the Outside service consists of, 808—Every appointee must be a returned soldier, unless there is no one available for the work; about 97 per cent of staff are ex-service men, fully qualified to do the work—Service is free from patronage, 809-811—Complaint *re* change of classification from senior to junior clerkship, 812—Those resigning are not entitled to gratuities, 813—Our permanent employees are largely made up of those who were appointed by the Hospitals Commission and Pensions Board—Out of 3,600 employees probably 250 are permanent, 814—**Whitley Councils:** Not familiar with Whitley council idea—In favour of dealing with employees individually or collectively insofar as staff matters are concerned and taking advice from them, 814-815—Board of Pension Commissioners inquired into; award of pensions—Board of Appeal—The George H. Sleeman case—Evidence of Mr. Hodgson referred to—Witness takes up some points in connection with evidence of Mr. C. G. MacNeil, 815-820.

PATCHING, RICHARD, Head Clerk, Civil Service Commission, Statistical and Special Correspondence Branch:—Prepares the Statistics for the Appendices to the Annual Report of the Commission *re* number of Applicants examined for Services, etc.—Receives the Correspondence addressed to the Commission by M.P.'s—Obtains the information requested and prepares replies relative thereto—Informs M.P.'s of Vacancies in their Constituencies—Letters, 1,000 sent to M.P.'s last Session, 56-57—Permanency granted Temporary Employees, Returned men, by Order in Council of December 1920 (P.C. 295a)—Blanketing in approved by Deputy Head, 400 blanketed in, in Militia Department—List of 6,672 recommended for blanketing in; 1,600 names withdrawn; 3,171 Temporaries made permanent up to December 31st 1920, 57-60—Ex-service men, women and others continuously employed in positions of a permanent character prior to November 10 1919 could be blanketed in as permanent clerks according to terms of Order in Council of December 1920—Other qualifications of appointee required, 58-60—Endorsation by Commission of the Applicant recommended by Deputy Head, sometimes refused—Retirements from Service under the Calder Act—Retirements on account of reorganization—Gratuities paid to employees retired, two to eight months' salary—Calder Act applicable to both the Inside and Outside Services, 59—Permanent age of retirement not fixed by law or regulations, 60.

PATTERSON, F. W., Member of Executive of The Associated Federal Employees of Canada:—Is Assistant Director of Experimental Farms, Department of Agriculture—

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Reads prepared statement expressing the views of the Organization which he represents, covering points of objection to the present operations of the Civil Service Act and indicating Steps required to promote greater efficiency in the Service, 288—Departmental control does not mean political control, but rather the application of the merit system in all matters affecting the service, 288-289—Simplification of Classification, 289—Reorganization of the Service, 290—Salary Revision, 291—Salary revision and Superannuation—Superannuation, 292—Appointments, Promotions, Dismissals, 293—The Remedy and Method—Joint Councils, 293-294. Mr. Patterson recalled and further examined (296)—Not unmindful in our recommendations of proper safeguards against any possible undue influence, either political or otherwise, 296-297—Explains necessity of simplifying present classification which has been found unworkable—Enumerates many classes of positions in the different ranges of salary which could be simplified—Classication proceeded with before re-organization gave much trouble, 298-301—Clerical employees absolutely competent in English and French, keenly in demand and more rarely found, no extra salary payment provided therefor, 301—Head Clerk and Chief Clerk, salary ranges therefor—Situation in the lower grades further considered, 302-304—Editorial service—Statistician service—Inspectors—Libraries service—Technical service, 305-308—Mr. Patterson recalled and further examined (308)—Irregularities in salary ranges for positions of similar duties and responsibilities, 297-308—Though the classification first made by the Arthur Young Company has been revised by the Board of Hearing, the Commission assisting, there still remain complexities and irregularities—Plan proposed by our organization, first is reorganization of the work, then simplify and re-classify the positions in each Branch; then harmonize the various departmental classifications by an Inter-departmental Council, 308-311—Note on exemptions—Suggestions *re* unskilled occupations, 311-314—Suggests plan by which large numbers of dismissals due to receding work (Militia department dismissals in 1922) thereby causing hardship, could be avoided to some extent, 315-316—Other cases of hardship as a result of classification having preceded reorganization (reads Miss Schumann's letter and reply thereto), 316-320—Thinks that the Eligible list could be done away with, 320—Suggests that most of the grades have two Maxima—Recommend that positions where a regular competitive examination is possible be left as at present—Present system *re* technical positions seems to be absurd, 321-325—Functioning of Advisory Boards (alluding to Mrs. Lyon's case and correspondence read relating to the case), 326-329—Examination papers, stating that Part 2 was very simple as compared with Part I, 329-337. Mr. Patterson recalled and further examined, 338. Functioning of Advisory Board, consideration of, continued—Very direct and full responsibility assumed by the Commission for the proper functioning of outside advisory boards, 338-340—Classes of employees exempted last June from the jurisdiction of the Commission and placed under the control of the Departments—Procedure adopted in hiring for the experimental farms—What follows—Forms used in connection with farm labourers, 341-346—Manner of handling statutory increases and Form therefor—Suggestions, 346-349—Present system of handling Promotions—Recommendation re system of handling promotions—Complaints under the present system, 349-352—Some form of Appeal Board a great necessity—Functions of the Board of Hearing was to hear classes of appeals but did not hear appeals in respect to dismissals, 352—Retirement under the Calder Act—Certain classes of employees not eligible to be retired under the Calder Act, hence P.C. 2224 of 27/7/21 embodying also letter of Chairman of Commission to the Premier—Case of a Civil servant with salary ranging, in 1911, from $2,800 to $4,000, the position of whom after 10 years' service was re-classified at from $3,300 to $3,680 to which his successor would be entitled; witness states of correspondence which followed, but ceased subsequently owing to a Poster Notice—Witness reads Poster Notice based on P.C. 1761 of 7/9/22, re method of communication between Departments and the Commission respecting Status of Employees, 353-354—Committee Member quoting from Report of Deputy Minister of 1922 obtains views of witness in respect to recommendations therein contained which are concurred in mostly by witness who adds explanation, 354-356—Men engaged on the Farm do not get the Bonus because they get prevailing rates of pay, 356—Approves present method of appointment of Manual Labourers—Resolution of Associated Federal Employees and to Trades and Labour Council *re* classes of employees removed from the jurisdiction of the Commission, quoted and given consideration, 357-359—Attitude of our Organization in 1921 *re* Technical positions in the Service—Merit principle should obtain—An Independent body to administer or enforce the merit principle—Applicants for clerical positions should undergo an examination—Eligible lists should no longer be used—That Departments should estimate their personnel requirements at the beginning of the year—Regarding Promotions, thinks there is an opportunity to improve the administration as between the Commission, the Deputy Head and the concurrence of a Departmental council, 359-363—Overlapping of same kind of work—Co-ordination between the Departments—Considers that the Service under present conditions is operating with a fair degree of efficiency, but that the suggestions now submitted would increase percentage of efficiency, 364-366—Membership list—Formation of organization in July 1920, 367.

POPE, K.C.V.O., I.S.O., SIR JOSEPH, Under Secretary of State for External Affairs:—Meeting of Deputy Ministers last June or July called by the Cabinet, to discuss questions relating to the Civil Service Commission—Reads memorandum then prepared expressive of his views, and sent to Mr. Cory, Chairman of the Deputy Ministers' Committee—Regards the system upon which the Commission rests as fundamentally wrong, 612—The principle upon which the Commission works is faulty; mentions the system by which a clerk's salary is determined; states present system destroys initiative and kills individual effort—Objects to present complicated classification—Present cumbrous and hugely expensive system should be done away with as soon as circumstances permit—Power to classify and promote and also regulate salaries should be resumed by the Government—To the Commission might be left entrance tests; ascertaining qualifications of those whom it is proposed to promote—Have always found the Commissioners and the Secretary courteous and obliging, 613—Questions and Answers follow *re* the responsible head of the department; absence of politics in appointments and promotions; classification; things that are subversive of discipline—Members of Parliament have their rights—The Minister of a department is the responsible head—Members of the Commission are not responsible to the people—The Deputy Minister is responsible to his Minister; he might be given a little more authority—Quite able and willing to deal with the complaints that come to his department, 614-620—Strongly in favour of simplification of classification—Question of salaries and bonuses inquired into—The Bonus should be done away with, 620-621.

PUTMAN, CLARENCE V., Chief Clerk, Civil Service Commission, Organization Branch: Profession standing and Service—Duties of Branch to maintain classification of positions and compensation schedules therefor—Number of Investigators, names of, salaries and duties, 61-65—Investigators' experience—Allotment of Departments to each—Procedure followed when classifying a position and determining salary therefor, 62-64—Procedure followed when classifying technical positions, 66, 67, 68—Mr. Medland a Bilingualist—Messrs. Simmins', Bird's and Gilchrist's knowledge of French—Survey re Personal Appeals in Quebec investigated by Mr. Medland, 66—Classes of positions in the Service, 1729 originally and 2204 at present, 68—Describes procedure when new positions are created, 71-72—Appointee's work not inspected by Commission except in certain cases when such appointee's promotion is considered, 73.

REID, MISS JEAN, Examiner, Civil Service Commission, Examination Branch:—Sets papers for Library positions and Italian, and assists the senior examiner in connection with his work—Never was interfered with, 114.

REYNOLDS, MISS GRACE, President, The Halcyon Club:—Is senior audit clerk in the Auditor-General's department—Membership of Club, 300—Classification not satisfactory to the women in the Service; too many classes; might have more than the six or eight divisions under the 1908 Act but rather less than the 1,700 under the present classification, 462—Does not think the Deputy Ministers should have complete authority in the matter of promotions—Commission can handle appointments perhaps better than any other body—The bonus has been the only form of salary revision we have had—Superannuation is necessary for the efficiency of the Service—Board of Hearing has done much good, 463—Views now presented are those of our organization, members of which meet from time to time and discuss matters, such as superannuation—Not particularly interested in the question of exemptions from the operation of the Act—Have no statistics *re* permanency of ladies in the service, 464-465—Number of ladies employed in the service at Ottawa, between 3,000 and 4,000—Is of opinion that promotions could be handled best by departmental heads with the assistance of a Council or the Commission, 463-466.

ROCHE, M.D., HON. W. J., Chairman, Civil Service Commission:—Appointed Chairman of Commission, October, 1917, by order in council, 820—The 1908 Act an improvement over previous methods but applied to Inside Service only—Appointment under section 13 of 1908, no trouble given—Section 18 of 1908, principal difficulty *re* qualifying examination owing to candidates having sometimes to go up a second or third time—Section 24 of 1908 *re* promotions: fault found with said section voiced in Parliament when Act of 1918 was being considered, 821-822—Merit, Ratings and competitive examinations, 822-826—Section 43 of 1919 *re* appointments and Deputy Ministers' recommendation as set forth in their Report relating thereto: witness attitude not changed from that when Spinney Bill was being considered—Better officials obtainable in open competition than through individual selection—Section 21 of 1908 *re* professional, technical or otherwise peculiar positions, discussed: witness not agreeing with report of Deputy Ministers, that such class of appointments be made by the department, 826-88—Positions already exempted and those which are proposed to be exempted: figures given as to exempted positions out of total—Difficulty in administering a satisfactory system of

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