

# Report of the Annual Meeting of the Canadian Historical Association Rapport de l'assemblée annuelle de la Société historique du Canada

Report of the Annual Meeting

## Problem of an Efficient Civil Service Presidential Address

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Volume 10, Number 1, 1931

URI: <https://id.erudit.org/iderudit/300089ar>

DOI: <https://doi.org/10.7202/300089ar>

[See table of contents](#)

Publisher(s)

The Canadian Historical Association/La Société historique du Canada

ISSN

0317-0594 (print)

1712-9095 (digital)

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Cite this document

Borden, R. (1931). Problem of an Efficient Civil Service: Presidential Address.  
*Report of the Annual Meeting of the Canadian Historical Association / Rapport de l'assemblée annuelle de la Société historique du Canada*, 10(1), 5–34.  
<https://doi.org/10.7202/300089ar>

## ANNUAL MEETING

### PRESIDENTIAL ADDRESS

#### PROBLEM OF AN EFFICIENT CIVIL SERVICE

By the Right Honourable Sir ROBERT BORDEN

Previously to my entry into active public life early in 1896, I had been thoroughly absorbed in the duties of a very active profession and I had never given close or even attentive study to the problem of efficient civil service. On entering Parliament in that year my attention was attracted by the outcry against dismissals, and I sought to inform myself respecting the difference between the system which then prevailed in Great Britain and that which had been in force in Canada ever since Confederation. During more than a quarter of a century of active public life these studies were continued and both in opposition and in power I had the opportunity of taking part in the various movements that eventually culminated in the Civil Service Act of 1918. Since my retirement from public life in 1921, the subject has not lost its interest for me. In considering its various aspects during my parliamentary career, it seemed to me that an historical account of the incidents in which I took part might not be without value.

In such a narrative it will be necessary to refer frequently to my personal activities, and for this I crave pardon in advance. My comments on the action or attitude of the Liberal administration are not intended as partisan criticism. Probably a Conservative administration would have been subject to the same comment under like conditions.

In the course of my reading during the autumn of 1930, I perused a valuable book edited that year by Leonard D. White, Ph.D., Professor of Public Administration in the University of Chicago. The book is a collection of documents published under the auspices of the International Congress of Administrative Sciences. It had its origin in the second meeting of that Congress which was held in Brussels in 1923. The book contains articles relating to the Civil Service in Great Britain, Canada, Australia, United States of America, Belgium, Italy, Roumania, Switzerland, Germany, Austria, Sweden, Norway and Japan. The article on the Civil Service of Canada was prepared by V. Kenneth Johnson, Ph.D., of the Board of Historical Publications, Canada, and sets forth an interesting and useful summary of Canadian legislation now in force.

Another valuable book, published late in 1929, by Prof. R. MacGregor Dawson, came to my notice about the same time. It indicates considerable research, so far as books and documents are concerned, and contains important historical information, accompanied by some excellent suggestions. On the other hand, its usefulness is materially diminished by the author's inacquaintance with practical administration, by his failure to avail himself of information readily procurable, by occasional inaccuracy and lack of thoroughness, by the absence of a sense of proportion and by a rather dogmatic tone in expressing opinions upon subjects of which his

knowledge is somewhat limited. The book contains striking passages but it seems to have been hastily written as a *tour de force* and not as the result of any profound study of the subject. The author's animadversions upon public men of both parties are of an academic type that is not unfamiliar. And the academic critic usually lacks the knowledge or the imagination to realize the difficulties, complexities and limitations that enter into the environment of a political leader. Superior wisdom and virtue are more frequently observable in the arm-chair than in the arena. Untried virtue is always impeccable.

I may be pardoned for observing that Professor Dawson has almost wholly ignored any share that I had in promoting the cause of reform, except to paint an unpleasing and quite inaccurate picture of my attitude and outlook.

#### DELAY IN REFORM

It has been said that in certain countries which have the form but not the spirit or the conventions of parliamentary government as it is understood in the British Commonwealth the actual mode of election is by revolution. On the other hand, candid critics have observed that in our Commonwealth, where parliamentary government has perhaps attained its highest form, the party system resolves itself into civil war without violence and that partisan autocracy in the guise of democracy may become oppressive and even tyrannical. Thus, in our country the overthrow of a government has been attended with extensive dismissals of office-holders whose affiliations were with the defeated party and who have been replaced by political adherents of the victors.

Unfortunately it is perfectly true that Canada did lag behind both Great Britain and the United States in abolishing the evil of political patronage and in creating a more efficient system of appointment to the public service than that which prevailed for forty years after Confederation. The plain truth that public office is a public trust and that the government ought to exercise its power of appointment in the interest of the state alone and not for political or personal advantage was almost wholly disregarded during that period. The head of a government department would consult the sitting member or the defeated candidate, as the case might be, whenever a vacancy occurred in the public service. In practically every constituency there was a patronage committee whose recommendation as to the appointment was usually followed. Considerations of party service and personal advantage had a powerful influence on any such committee. This system was supposed to function in the interests of the member or the defeated candidate, but in truth it frequently operated to his disadvantage. Perhaps twenty supporters would seek a certain appointment and, although he might endeavour to throw the onus upon his patronage committee, yet he was held responsible. Thus, instead of twenty strong and active supporters he found himself confronted with the loss of the active political services of the officer whose appointment he recommended, while nineteen disappointed office-seekers would fail actively to support, if they did not actively or passively oppose, his interests during the next electoral contest.

If I may interpolate a reference to my personal experience, I found that patronage committees could be held in check and guided along reasonable lines. For many years I represented the city and county of

Halifax with a population of nearly one hundred thousand. After the Liberal-Conservatives had attained power in 1911, a patronage committee almost immediately came into existence. I controlled the nomination of its members and endeavoured to select reasonable, upright and capable men. This committee was obliged to keep in touch with the ward committees. Naturally the patronage committee took itself very seriously and seemed to imagine, at first, that it had the power of appointment. I found it necessary to dissipate this insistent idea by clearly and forcibly pointing out that the privilege of recommendation appertained to the committee but the power and responsibility of appointment belonged to the Government. The patronage committee, therefore, were entrusted with the function of recommending but they could not expect that their recommendation would be carried out unless the Government should be satisfied that the proposed appointment was in the interest of the public service. Whenever their recommendation was disregarded I explained the reason. Further, I made it clear to them that their function was limited to minor positions in the public service. This became necessary because I ascertained that they regarded themselves as invested with the privilege of recommending appointments to the Senate, to the Bench and even to the office of Lieutenant-Governor.

To resume my theme; under the system which prevailed when I entered public life (1896), the most active and energetic electors of each political party were intensely interested in the disposal of patronage. Supporters of a party in power regarded themselves as exercising, through the patronage committee and in return for their support of the administration, a certain share in the governance of the country. Adherents of a party in opposition eagerly looked forward to the next election in the hope of impending victory when it would be their privilege to have a voice in awarding the spoils of office.

Among the more aggressive elements of both parties there was naturally no active sympathy with a proposal to remove from them all influence in the direction of appointments to public office.

But, outside of these active and aggressive elements, there were also in each party men of more moderate views and of wider outlook who, from time to time, were shocked by deplorable appointments and who became aware of and were interested in the progress of civil service reform in Great Britain and in the United States.

There began to spread abroad the realization that wholesale dismissals followed by appointments based largely on party service were a serious detriment to the public interest. But this spirit was of comparatively slow development and I doubt whether any administration, other than one founded on the co-operation of both political parties, could have secured the enactment of the Civil Service Act of 1918.

#### MY EARLY PARLIAMENTARY EXPERIENCE

When I entered Parliament in 1896 the Liberals had been out of power for eighteen years and, naturally, the new administration and its supporters were seriously embarrassed by fierce pressure for the dismissal of public officials and for their replacement by active supporters of the victorious party. In one instance this demand became so vehement that a

member of Parliament was obliged to flee before the storm and to seek a short respite by journeying abroad.<sup>1</sup>

The government adopted the expedient which, under similar circumstances I followed in 1911, of declining to dismiss except for political partisanship. The guilt of partisanship was determined by the personal assurance of a member of Parliament or of a defeated candidate or, failing this, by an inquiry before a commission appointed for that purpose. The personal assurance in question was used pretty freely; for example, a capable officer was dismissed for the reason that he had asked a perfectly reasonable question of a Liberal candidate at a public meeting. Doubtless a similar tendency to exaggerate prevailed after 1911.<sup>2</sup>

Early in my parliamentary career I came to realize that reform was essential; and in my first session I expressed my strong conviction that the day would be welcome when ministers and members would be free to devote their time and energy to the real business of the country and be freed from the incubus of dispensing patronage, "which ought to be dealt with in Canada more along the lines on which it is now dealt with in England."<sup>3</sup>

There were endless debates on dismissals during my first parliamentary term but the attack was usually directed against the supposed iniquity of the administration in dismissing officers upon the bald statement of a member or a defeated candidate in cases where, as it was alleged, a fair inquiry would have found the dismissed officer entirely guiltless.<sup>4</sup>

<sup>1</sup> Halifax elects two members and my Liberal colleague, Mr. Russell, afterwards Judge of the Supreme Court of Nova Scotia, found it difficult to carry on his practice as a member of the Bar by reason of insistent claimants. On one occasion I had to call at his office in connection with some matter in which both of us were professionally engaged. I found the corridor lined with a group of about twelve solemn looking individuals and, after attempting to enter his office, I found that the door did not yield. With renewed pressure I succeeded in opening it and found that the obstruction was due to the fact that the interior walls of the office were similarly occupied by a corresponding group, while Mr. Russell himself was engaged at the telephone with some adroit claimant who by this convenient means of communication was calling attention to his eminent qualifications for public office. At a public dinner shortly after the election, Mr. Russell, who was an excellent after-dinner speaker, wittily said that I was not as closely in touch with the people as he was and that I had not felt, as he had, the great heart of the people pulsating against mine.

<sup>2</sup> Professor Dawson at pp. 72-74 speaks of dismissals after 1896, but touches the matter with a light hand and opines that the majority of the dismissals were justified. At pages 82 and 83 he dwells more severely upon the dismissals after 1911 and seems to imagine that a different system prevailed in that year. In this, as in many other matters of no special importance, he is quite mistaken. The method adopted in 1911 was precisely the same as that adopted in 1896.

<sup>3</sup> 1. Hans. 1896, pp. 387-391. In the same speech I took the ground that a civil servant should have the right not only to vote but to engage in active political work during an election, subject to certain limitations, namely, that he must not be guilty of corrupt or dishonourable conduct, that he must not neglect his public service and that he must not so conduct himself as to interfere with the discipline of his office. This view obtained practically no support and subsequently I was obliged to abandon it.

<sup>4</sup> One evening Sir Richard Cartwright, in the absence of Sir Wilfrid Laurier, was leading the House for the first time and was extremely anxious to make progress in supply. I found it necessary in a speech of some length to assail the Government for their iniquity in dismissing, without inquiry, a postmaster at Middle Musquodoboit who, as I alleged, was entirely guiltless of political partisanship. To this my colleague Mr. Russell was naturally constrained to reply in a speech of equal length in which he enlarged very cleverly upon the inaccuracies and absurdities of my contention. This necessitated a rejoinder from me in which I exposed as forcibly as possible his ridiculous misrepresentations in defence of a hopeless case. As a result two or three hours were expended in the discussion to the extreme annoyance and indignation of Sir Richard Cartwright. The hour was then so far advanced that he found it necessary to move adjournment. He was very lame, and as he hobbled out of the Chamber he made an emphatic observation with respect to Musquodoboit. Mr. Russell claimed that Sir Richard was invoking a blessing upon that charming and picturesque village; but as I understood him he briefly but definitively set forth the very reverse of a benediction.

Parliament was dissolved in 1900 and a general election was imminent. My health had suffered considerably during the four years from 1896 to 1900 in the hopeless endeavour to maintain my practice and at the same time give adequate attention to my public duties. I reminded Sir Charles Tupper that, before consenting to become a candidate in 1896, I had stipulated that I should serve for only one parliamentary term; thus I should be obliged to decline another nomination. He was much concerned and finally, at his urgent request, I agreed once more to accept nomination. At the ensuing election on November 7, 1900, I was again successful.

Worse was soon to befall me. While engaged in professional business in New York late in the autumn of 1900, I received by telegram an intimation that, a few days before the opening of the approaching session, the Liberal-Conservative members would meet in Ottawa to consider the selection of a leader, Sir Charles Tupper having resigned owing to his advanced age and to his defeat in the county of Cape Breton. The incidents of that meeting were to me both interesting and unexpected but they have no place here. In the result, I was invested with the leadership which I reluctantly accepted upon conditions that, in the course of future events, were wholly disregarded.

#### CIVIL SERVICE DISCUSSIONS DURING EARLY YEARS OF MY LEADERSHIP

For several years after 1901, the Liberal party was not only thoroughly aggressive but dominant and rather arrogant in many of the Canadian provinces. Sir Wilfrid Laurier was in the zenith of his power. The Conservative opposition in the House of Commons was led by an inexperienced and untried man. In nearly every province the Liberals held the reins of power. In Quebec the Conservative administration had been defeated in May, 1897; in Ontario the Hardy and Ross administration continued successively in power until 1905; in Nova Scotia the Liberals had been in office since 1882; in New Brunswick various Liberal administrations continued in power until March, 1908, when Mr. (now Sir Douglas) Hazen was victorious at a general election and formed a Conservative Administration. The Greenway (Liberal) administration in Manitoba was defeated in 1900 and was succeeded by a Liberal-Conservative administration, first under the leadership of Mr. (afterwards Sir) Hugh John Macdonald, and later under the leadership of Mr. (now Sir) R. P. Roblin. Conservatives did not come into power in British Columbia until Mr. (afterwards Sir) Richard McBride formed his administration in June, 1903.

In Manitoba federal officials became extremely active in opposing the Conservative administration and felt secure in the protection of a powerful government. This abuse became so flagrant and was so diametrically opposed to the declarations of Sir Wilfrid Laurier and his ministers as to the duty of public officers, that on May 15, 1903, Dr. W. J. Roche, in an able and cogent exposition of the situation, recited the public declarations and pledges of Sir Wilfrid Laurier and his ministers and gave an impressive list of public officers who had violated their plain duty by actively and offensively engaging in political warfare.<sup>5</sup> Dr. Roche concluded his powerful speech by a resolution setting forth the principles upon which the

<sup>5</sup> Professor Dawson, who did not fail to comment upon the activities of Dominion Tory officials, seems not to have observed this speech or the incidents to which Dr. Roche alluded.

Government had dismissed many officers for political partisanship and declaring that application of the same principle would result in the dismissal of officers who had become "a scandal in the eyes of the community" by partisan activities in Manitoba and who, "while eating the bread of both parties," were deliberately interfering in elections for the purpose of aiding one political party.<sup>6</sup>

Speaking in support of Dr. Roche's amendment, I strongly criticized the Government's attitude in shutting their eyes to the partisan activities of their officials in Manitoba while meticulously seeking an opportunity to dismiss Conservative officials there or elsewhere.<sup>7</sup>

Dr. Roche's motion was defeated by the usual majority and the abuse continued not only in Manitoba but in the Northwest Territories.

Finally, after consultation and by arrangement with me, Mr. R. S. Lake (now Sir Richard Lake), Conservative member for Qu'Appelle, on July 17, 1905, from his place in the House, declared that officials of the Interior Department in the Northwest were active partisans and abused their positions as Government officials by actively and offensively engaging in political warfare. He emphasized their neglect of public duty, the pernicious effect of their political activities and the demoralizing influence of their deliberate violation of their plain duty.<sup>8</sup> In conclusion Mr. Lake moved the following resolution:—

"That, whilst it is desirable that every official in the employ of the Government of Canada should enjoy perfect freedom of political opinion and the untrammelled exercise of his franchise in accord therewith, no official should be engaged or permitted to engage in partisan work of any description in the election of a representative to a Provincial or Dominion legislature."<sup>9</sup>

The Minister of the Interior (Mr. Frank Oliver) was obviously embarrassed in his reply, which was by no means convincing.<sup>10</sup>

Sir Wilfrid Laurier, to whom I had submitted a draft of Mr. Lake's proposed motion a few days before it was made and who had asked time for consideration, took part in the debate;<sup>11</sup> and, after setting forth his views on the attitude of public officials in terms which were entirely fair and reasonable, and thus perfectly satisfactory to myself and my colleagues, accepted Mr. Lake's motion which was unanimously concurred in and which thereafter became the rule of conduct applicable to public servants throughout the country.

From 1904 to 1907, public attention was frequently called to alleged irregularities in the public service and occasionally to the appointments of unqualified persons to public office.<sup>12</sup>

<sup>6</sup> 2. Hans. 1903, p. 3151.

<sup>7</sup> 2. Hans. 1903, pp. 3191-7.

<sup>8</sup> 5. Hans. 1905, pp. 9713-7.

<sup>9</sup> 5. Hans. 1905, p. 9717.

<sup>10</sup> 5. Hans. 1905, pp. 9717-8.

<sup>11</sup> 5. Hans. 1905, p. 9723.

<sup>12</sup> Professor Dawson is of opinion that the responsibility of an administration for the appointment of public officials is nominal rather than real and that the subject is rarely mentioned in Parliament. His research has evidently not been exhaustive. Perhaps he has overlooked the fierce attack upon Sir John A. Macdonald for appointing an official in the North West Territories who, two or three years before, had been dismissed for very grave cause. The famous reply of Sir John, very wittily expressed, was what lawyers would call a plea of confession and avoidance. Within my own experience many cases occurred where the Government was taken to task by reason of such responsibility. To one notable instance I may allude. On July 28, 1904, (4 Hans. 1904, p. 7798.) Mr. Bennett of Simcoe called attention to the appointment as Commercial Agent in Leeds, England, of Mr. J. B. Jackson, whose conduct in relation to an election trial in Ontario had been the subject of severe and caustic criticism by Mr.

In the session of 1907, Mr. Fielding had introduced a bill (No. 156) containing a number of small amendments to the Civil Service Act; and on April 25, 1907, he moved to discharge the order for the second reading as the bill might possibly cause delay and the Government did not intend to proceed with it at that session.<sup>13</sup>

A short debate ensued in which reference was made to a press report that a commission to inquire into the Civil Service was about to be appointed by the Government.

Speaking in that debate, I used the following language:—

"As to the scope of the commission, is it purely with regard to the salaries, or is it proposed that it shall take a somewhat wider range and go into the whole question of civil service reform? We have done very little in this country along lines which have been successful in Great Britain and in the United States, and for my part I should be infinitely glad to see some such reform brought about in this country . . . Why should we stand still in this matter, while Great Britain and the United States have made enormous strides in bringing about reform? . . . I do not for one moment venture to say that appointment by competitive examination will always result in the best selection, but I do say it will conduce to the public interest and that it will result in better appointments than those made simply by reason of party pressure and for partisan reasons. I should be very glad indeed if this commission would take the wide scope I have suggested. I should be very glad if it would take up the question of civil service reform along the lines which have been followed in Great Britain and in the United States as well, with definite advantage. I venture to hope that the suggestion may be accepted by the government, and if legislation is based upon it, a step will have been taken by this Government of as great importance in the public interest as any taken since it has assumed office."<sup>14</sup>

In his reply, Mr. Fielding stated that the Government did not anticipate making any very radical changes in the civil service law. He observed that the scope of the Commission would be somewhat broad but that the Government had not in view any very radical change.

During the years immediately preceding 1907, I had discussed with my supporters, both in and out of Parliament, the need of a definite pronouncement as to the policy of the Liberal-Conservative party. Having gathered information and suggestions from several quarters, I spoke in Halifax on August 20, 1907 and laid down policies which were afterwards known as the Halifax Platform. No reference to the others is necessary but I quote my observations on this subject:—

"A Government holds the power of patronage for the benefit of the public, and it is entitled to fill public offices solely in the public interest. The duties of those officials are for the public benefit and are fixed by the laws of the country; their salaries are paid out of the people's money. To use the power of filling such positions as a reward for party service and without regard to the character and capacity of the individual selected is a gross breach of a solemn public trust. A private trust

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Justice Street. The reply of Sir Richard Cartwright was rather cynical and contemptuous. I took part in the debate (pp. 7822-27) and, alluding to Sir Richard's reply, I spoke as follows:—

"I believe, Sir, that there never was in the public life of this country or of any other country a more damnable doctrine more unblushingly avowed. . . . That this man, so stigmatized by Mr. Justice Street, should be promoted to the public service of Canada, and that the Minister of Trade and Commerce speaking for the Government should not be ashamed to stand up and justify him, is an unheard of degradation in our public life."

In conclusion, I moved the following amendment:

"That in making appointments to public offices, and particularly to those of a representative nature, party services should not alone be considered, but selections should be made with regard to capacity and to personal character."

<sup>13</sup> 4. Hans. 1907, pp. 7795-6.

<sup>14</sup> 4. Hans. 1907, pp. 7795-6.



tee so dishonouring his office would be subject to punishment by the criminal law, but the one punishment which can be meted out for such abuse of a public trust is dismissal by the electorate. . . .

"What I have said concerning appointments to public office leads me to submit to you another article which should find place in the Conservative policy, and it is this:—

*"A thorough and complete reformation of the laws relating to the Civil Service, so that future appointments shall be made by an independent commission acting upon the report of examiners after competitive examination.*

"I need not dwell on the importance of this. Of necessity some appointments must be left to the responsibility of the executive. Appointments to the judicial bench and certain other high public offices are of this character, and the people have it in their power to compel an honourable and decent performance of this great public duty. There are also many minor appointments which could not for the present be brought within such a system.

*"But for the rest, I prefer a competitive system of appointment to the present partisan system.*

"Three-fourths of the time of members supporting a government is occupied in dealing with matters of patronage. Party patronage and party service have more weight than character and capacity. The public service is cumbered with useless officials. I am convinced that we shall perform a great public duty by establishing in this country that system which prevails in Great Britain, under which a member of parliament has practically no voice in or control over any appointment to the civil service."

The Halifax Platform became the policy of the Liberal-Conservative party, which was thus committed to the principle of civil service reform upon the lines above set forth. Students of the science of politics will realize that an important step is taken when a proposed reform is advanced from the region of theory to the arena of practical politics through its adoption as a policy by a great political party. I emphasize this fact as its significance seems to have escaped attention in the volume to which I have more than once referred.

In 1908 the question of civil service reform was very much to the fore.

On May 9, 1907, the Government had appointed a commission composed of J. M. Courtney, Thomas Fyshe and P. J. Bazin and had committed to them the duty of inquiring into and reporting upon the operation of the existing Civil Service Act and kindred legislation and of making recommendations with respect thereto. The report of that commission, presented to Parliament in March, 1908, disclosed a rather serious condition; and in speaking upon it, April 30, 1908, I set forth my views in the following terms:—

"Civil service reform had its commencement in England early in the last century. It had its origin then in an attempt to reform the Indian Civil Service. Some advance was made later on in 1832; and in 1854 or 1855, the Government of Great Britain, being unable to obtain the assent of parliament, took the matter into their own hands and determined by executive action that appointments to the civil service should be made upon merit alone and from men selected after competitive examination. Parliament shortly afterwards fell into line and to-day the Civil Service of Great Britain challenges and commands the admiration of the world. . . . In a speech at Halifax on August twentieth last, I said that the Conservative party favoured a thorough and complete reformation of the laws relating to the Civil Service so that future appointments shall be made by an independent commission acting on the report of examiners. Some of the government organs say the government propose to bring in a measure on that line. I, for one, would be prepared to assist them in every way if they did, and I believe that the result would be a more enduring monument to their memory than anything they have accomplished during the twelve years they have been in power. . . . In Great Britain the policy of every department is dominated by a political head, and its administration by a permanent head. Upon a change of Government the affairs of every department go on as before without any change except that which may be brought about by a change of policy insti-

tuted by the political head of the department. . . . In this country the political head of the department takes a greater or smaller share in the administration of the department itself, I believe that the British system is, on the whole, the better, although I am not insensible to some of the advantages which may be claimed for our system in a new country such as Canada, where the political head of a department may be very thoroughly in touch with the particular needs and aspirations of some interests under his special jurisdiction. . . .

"Let me, however, simply say that the requisites of civil service reform are that ability and industry must be recognized and must count, that there must be a sense of responsibility and that the civil service must not be a mere machine. Appointments upon merit and the recognition of merit in promotions must lead to a cultivation of individual initiative which ought to tend very greatly towards raising the standard of the civil service in this country."<sup>15</sup>

I concluded by moving the following resolution, upon which a lengthy debate took place:—

"The investigation conducted by the Civil Service Commission was confessedly partial and incomplete.

"That the proposed inquiry before Mr. Justice Cassels<sup>16</sup> is unsatisfactory and insufficient inasmuch as it relates to only one paragraph of the report of that Commission and touches but a portion of the administration of one department.

"That this House regrets the deplorable extravagance, waste, inefficiency and mal-administration revealed by that report and declares that immediate steps should be taken to reform and redress the same. That the public interest imperatively demands the appointment of an independent commission with full powers to make a thorough and searching investigation into the several departments of the public service."<sup>17</sup>

Later in the session, May 26, 1908, Sir George Foster moved the following resolution:—

"That the Civil Service system of Canada should be based on merit and character alone, and all the appointments thereto should be made from candidates whose competency has been established through open competitive examinations conducted under a non-partisan civil service commission."<sup>18</sup>

In his speech supporting this motion Sir George gave a careful historical review of the progress of civil service reform in Great Britain, the United States and Australia. His motion was not proposed in a controversial spirit but the Government chose to regard it as a motion of want of confidence.

In speaking on that motion I again repeated my conviction that appointments, both in the Inside and Outside Service, should be based upon results obtained by competitive examination and that the system prevailing in Great Britain should be adopted in Canada.

The Civil Service Reform Bill (No. 189) was introduced in a lengthy speech by Mr. Fisher on June 17, 1908.<sup>19</sup> In speaking thereon, I promised my support but called attention to certain omissions and made the following observations:—

"Now, I do not desire to go at any length into what I consider to be certain omissions from this Bill . . . The Hon. Min. of Agriculture (Mr. Fisher) has referred to the proposed Civil Service Commission as an independent Commission. It is not independent in the sense in which I should like to see it independent. . . . Its members hold office during pleasure of the government, not during good behaviour.

<sup>15</sup> 4 Hans. 1908, p. 7507 *et seq.*

<sup>16</sup> Mr. Justice Cassels had been appointed commissioner to investigate the Marine Department.

<sup>17</sup> 4. Hans. 1908, p. 7534.

<sup>18</sup> 5. Hans. 1908, p. 9132.

<sup>19</sup> 6. Hans. 1908, p. 10717.

. . . The judges of this country, under Section 99 of the British North America Act hold their office during good behaviour . . . The tenure of these Civil Service Commissioners will not be of that character . . . I greatly regret that the government have not so framed the provisions of this Bill as to declare that the *members of the Civil Service Commission shall hold office during good behaviour and be liable to removal only on an address of the Senate and House of Commons*<sup>20</sup> . . .

"I now come to the question of the outside service . . . The very report of the Civil Service Commission from which he (Mr. Fisher) quoted shows that the worst exercise of patronage in this country is in respect of the outside and not the inside service. If it be the intention and desire of the government to do away with the evils of patronage, they should have included the outside service, in respect of which the patronage system is more especially rampant. . . .

"These are what I regard as defects or omissions in the Bill. They do not in the least prevent me from expressing my approval of the general principle of the Bill, although regretting that the matters to which I have alluded have not received the favourable consideration of the government and have not been embodied in the measure."<sup>21</sup>

The Government accepted my proposal as to the independent character of the Commission and by section 9, subsection 2 (Statutes of Canada, 7-8 Ed. VII, 1908), it was provided that each commissioner should hold office during good behaviour, but should be removable by the Governor General on address of the Senate and House of Commons.<sup>22</sup>

The Government did not accept my proposal that the Act should be made applicable to the Outside Service; but by section 4, subsection 3, it was provided that the Governor in Council might, by order in council, bring the whole or any part of the Outside Service under the same provisions of the law as the Inside Service. This power, however, was not exercised.

The question of civil service reform was further debated in 1909, but the debate was largely of a controversial character as the Opposition claimed that the Act was not being faithfully administered.

And so the situation remained until the change of government in 1911.

#### THE CONSERVATIVE ADMINISTRATION

Shortly after the formation of the new administration, I made inquiry as to the availability of an experienced and competent person who would be prepared to undertake an investigation of the Civil Service of Canada and Rt. Hon. Sir George Herbert Murray, G.C.B., was recommended. He was a man of distinguished ability and wide experience, having filled many important positions; and among them that of Permanent Secretary to the British Treasury from 1903 to 1911. He arrived in Canada in the summer of 1912, and under authority of an order in council he commenced his investigation, the result of which was embodied in his report, dated November 30, 1912.

This report was very elaborate and far-reaching and went somewhat beyond the scope of the proposed inquiry. There were several reasons which contributed to the delay in taking definite and immediate action thereon. In the first place, the naval controversy, which began in the autumn of 1912 and continued throughout 1913, absorbed the whole atten-

<sup>20</sup> 6. Hans. 1908, p. 11339-11341.

<sup>21</sup> 6. Hans. 1908, p. 11341-4.

<sup>22</sup> Professor Dawson emphasizes the importance of giving to the Civil Service Commission the same independent status as that of judges, but he has apparently overlooked the fact that this modification of the Bill was made upon my initiative and proposal.

tion of the Government for several months; and the imminence of war in the following year, followed by its actual outbreak, diverted attention from even so important a reform. Another reason why no action was immediately taken was the very sweeping character of the report, and its mixture of practical and impractical suggestions. It dealt not merely with civil service matters in the stricter sense (such as bringing the Outside Service under the Civil Service Commission, depriving the Commission of power to deal with promotions, a stricter distinction between the First, Second and Third Divisions of the Service, decreasing the number of temporary clerks, lower age limits for admission, a non-contributory pension scheme with compulsory retirement, etc.) but with more general questions of administration, as, for example, the importance of relieving the Cabinet of many administrative details with which it was burdened and of devolving more responsibility on ministers and deputy ministers, the abolition of the Treasury Board and the control of estimates and appropriations by the Department of Finance, corresponding to the Treasury in Great Britain. This was so formidable and far-reaching a programme that it would have been out of the question to carry it into full effect. Further, as regards the strictly civil service recommendations, there was strong opposition in various quarters to depriving the Commission of power over promotions, to a non-contributory system of pensions and to the stricter distinction between the First, Second and Third Divisions. In fact, Sir George Murray had probably an imperfect conception of the difficulties that would confront any administration in the attempt to put in force some of his recommendations however valuable they appeared to him. *Inter alia* he probably did not fully appreciate the considerations that had induced Sir John Macdonald in the early days of Confederation to bring many matters of administration, and especially of expenditure, within the ambit of the Governor in Council's control. In conversation with him he seemed unduly to minimize the importance of some branches of our public service, and I was especially struck with his failure to realize the value of the work then and since being performed in the Public Archives.<sup>23</sup>

After the passing of the Civil Service Reform Act in 1908, the Government had appointed as commissioners Dr. Adam Shortt, formerly Professor of Economics at Queen's University, Kingston, and Mr. M. G. LaRochelle, a lawyer from Sorel, P.Q. I had not known Dr. Shortt before his appointment as Civil Service Commissioner but I was privileged afterwards to enjoy his intimate friendship and confidence. Fully realizing his thorough sincerity and his strong desire to fulfil his duty, I always supported him against the animadversions of some of my more excitable colleagues whose wrath he occasionally aroused during his incumbency of the position. However, on one occasion in 1915, when speaking in the House of Commons, I expressed in moderate but firm language my opinion that certain public remarks in which he had indulged by way of criticism upon

<sup>23</sup> Sir George was a most interesting and entertaining companion. There is good reason to believe that after he had retired from the Treasury he could have received appointment to the Vice-Royalty of India if he had been willing to undertake the task. He had a keen wit of which I recall one amusing illustration. In 1915, on the eve of my departure from England for France to visit the First Canadian Division, I told him that I intended to visit all the hospitals in France where Canadian wounded were being cared for. He told me that Lady Murray had established a hospital near Treport and he urged me strongly to visit it if possible, declaring that Lady Murray was so thoroughly interested and absorbed in her duties that she regarded the war merely as a convenient means of providing patients for her hospital.

the Government were not warranted by the facts and constituted a serious indiscretion on his part.<sup>24</sup> To this opinion I still adhere.

While Dr. Shortt was a man of conspicuous ability and high character, he did not seem altogether suited, either by his previous academic experience or by his temperament, for the duties of Civil Service Commissioner. He took a very deep interest in other subjects and the duties which he subsequently assumed as Chairman of the Board of Historical Publications were much more congenial to him. Public business was occasionally retarded by the absence of both commissioners from Ottawa. The two Commissioners were not infrequently in disagreement and as a result recommendations of the Commission were sometimes unduly delayed. Owing to this condition I found it necessary in 1912 to introduce a bill providing for the appointment of a third commissioner. The bill was passed and the condition which it was designed to remedy was so greatly improved by its passage that no additional appointment became immediately necessary.

Much comment has been made upon the increase in the Civil Service during the war and upon the extent to which the provisions of the Civil Service Act of 1908 were disregarded. Under the provisions of the War Measures Act of 1914, the Governor in Council did, from time to time, in cases of urgency deal with such matters without full regard to the strict provisions of the Civil Service Act. In Canada, as in Great Britain, the imperative purpose of the Government was to throw the full power of each nation into the conflict, for upon its issue hung the future of the British Commonwealth. Thus a meticulous adherence to Civil Service enactments and regulations was not the main purpose of the administration in either country. In respect of this subject Professor Dawson has indulged in unfortunate and unusual exaggeration, even declaring that the Chairman of the Civil Service Commission resigned in disgust.<sup>25</sup> This statement is wholly inaccurate and in a subsequent passage he materially modifies it.<sup>26</sup> Dr. Shortt never resigned nor had he the slightest idea of resigning until the more congenial position already mentioned (Chairman of the Board of Historical Publications) was ready for his acceptance. The creation of such a board had been under consideration for several years before 1917. On more than one occasion the Duke of Connaught, during his tenure of office as Governor-General, had urged upon me the importance of establishing it.

Disregard of Civil Service enactments and regulations in the terrific strain of the war was even more conspicuous in Great Britain than in Canada. In this instance Professor Dawson avoids that comparison between the two countries which elsewhere he finds useful. I have the written authority of Sir R. Russell Scott, Controller of Establishments Department of the Treasury, dated March 24, 1931, for the following:—

"During the war examinations for male candidates for the Civil Service of military age were generally suspended. To replace normal wastage and the large number of civil servants who were allowed to enlist, and to supply the needs of existing and new war departments, many thousands of women and of men over military age, were engaged, after interview, on a temporary (weekly) basis by co-operation between the Civil Service Commissioners and the labour exchanges of the Ministry of Labour.

"For several years after the Armistice, recruitment for the permanent Civil Service was carried on under a reconstruction scheme, initiated by Order in Council of December 18, 1918. Normal recruitment by competitive examination was not fully resumed until 1925."

<sup>24</sup> 1. Hans. 1915, pp. 679-81.

<sup>25</sup> Dawson, R. M. *The Civil Service of Canada*, p. 89.

<sup>26</sup> Dawson, R. M. *The Civil Service of Canada*, p. 200.

This order in council provided, *inter alia*, for appointments made by selection on a competitive basis, but without competitive examinations, through the agency of a Selection Board or Boards appointed by the Treasury.

As to the increase in staffs of government departments during the war, a return to the British Parliament shows that the staffs of government departments increased from 277,945, at the outbreak of war, to 418,025, on the 11th November, 1918. The figures for 1914 are approximate.

Doubtless similar results obtained in the United States after the entry of that country into the conflict.

#### UNION GOVERNMENT, 1917

The events that led to the formation of the Union Government are outside the scope of this address. During the electoral campaign which began shortly after the formation of that Government I issued two manifestos. In the first (October 18, 1917), I declared that the following policy would be adhered to:—

*“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 in appointments to returned soldiers who are duly qualified.”*

In the second manifesto (November 10, 1917), I made the following declaration:—

*“The system of patronage in the distribution of contracts and offices which has prevailed in Canada for generations has been the root of many political evils. It has fostered local and sectional interests incompatible with the national welfare and injurious to the efficiency of the national services. It has troubled representatives of the people, permitted the ascendancy of organized minorities in the constituencies, and affected the independence of Parliament itself. It may be that these evils should have been overcome long ago. Censure may lie upon successive Governments which have tolerated the system, but inveterate diseases succumb only to heroic treatment—and heroism has not distinguished Canadian parties in dealing with patronage. Generally governments have lived long in Canada, and when for many years distribution of patronage has been confined to the party in power there is a natural disposition to adjust the balance when at length the other party succeeds to office. Once committed to the system, influences are recognized and interests created that are not easily resisted or dislodged. It is believed that a Government derived from both political parties and strengthened by special representation of agriculture and organized labour, can act with greater freedom and independence than a Government which held office under old conditions. Hence the resolution to abolish trading in patronage, to fill public offices by merit and not by favouritism, and to establish honest and open competition in awarding contracts and buying supplies.”*

Two committees of the Privy Council were established by the new administration. One was entrusted with duties more especially appertaining to the prosecution of the war and the other was charged with responsibilities more directly affecting domestic affairs and the development of natural resources. Hon. A. K. (now Mr. Justice) Maclean was vice-chairman of the last named committee and, with the concurrence of my colleagues, I confided to him the duty of preparing and presenting to Parliament an enactment which would carry into effect the pledges above set forth. I was especially insistent, and in this I had the full support of all members of the Government, that the proposed enactment should be so framed as to destroy every vestige of patronage in respect of the Civil Service. With this purpose in view, Mr. Maclean undertook

the duty and carried it out admirably. Probably the scope of the measure may have been a little too wide in the attempt to bring within the jurisdiction of the Civil Service Commission the appointment of a very large number of persons in the Outside Service whose duties could not possibly be subject to competitive examinations. I am informed that the Secretary of the Civil Service Commission, when he was called into conference by Mr. Maclean, took exception to the wide scope of our proposal; but he was informed that it was our purpose to go to the utmost limit with a view to the elimination of patronage in every possible aspect.

But before the passage of this Act, the Governor in Council, under the provisions of the War Measures Act, passed three Orders in Council bearing dates, respectively, February 13, 1918, February 27, 1918, and March 15, 1918, which practically embodied the policy subsequently approved by Parliament in that Act. It was declared that, pending legislation, all future appointments to the Outside Service should be made only upon the recommendation and with the approval of the Civil Service Commission based, as far as possible, upon the results of competitive examinations. These orders, however, did not apply to positions on government ships or railways for which the Government still remained responsible.<sup>28</sup>

#### THE CIVIL SERVICE ACT, 1918

It is not my purpose nor is it necessary to set forth an elaborate analysis of the provisions embodied in this Act; but its essential features may be summarized as follows:—

I. It provided for a Civil Service Commission, consisting of not more than three members of whom one should be chairman.

II. The Commissioners' tenure of office was for ten years and they were to hold office during good behaviour, that is with the same status as that of the judges.

III. Briefly stated the Commission's duties were defined as follows:—

- (a) To test and pass upon the qualifications of candidates for admission to or transfer and promotion in the Civil Service.
- (b) To prepare plans for the reorganization of the Inside and Outside Services, subject to the approval of the Governor in Council.
- (c) To prepare a classification of the Outside Service which should come into effect after approval by the Governor in Council upon resolution passed by both Houses of Parliament.
- (d) To investigate and report (*inter alia*) upon the operation of the Act.
- (e) To report upon the organization or proposed organization in whole or in part of any department.

<sup>28</sup> Professor Dawson (page 209) apparently misconceives the effect and the meaning of the question put by Mr. Burnham and answered by me in the following terms (2. Hans. 1918, p. 2101):—

"Mr. BURNHAM: 1. Is the Government aware that constituencies hold their representatives responsible for all appointments not made by examination? 2. Is the Government aware that it is impossible to shift this responsibility to others? 3. Does the Government, therefore, intend to refer appointments to the representatives concerned for approval?"

"Sir ROBERT BORDEN: The Government, in respect to appointments to the public service, is responsible to Parliament; Parliament is responsible to the people. In making such appointments the Government is, of course, desirous of obtaining the best possible information that may be available as to the qualifications of the persons proposed to be appointed. It will always be very glad to receive suggestions or recommendations from members of this House in regard to such appointments."

The question was limited to appointments not made after examination and my reply was strictly relevant and accurate. There were many hundreds of employees on government ships and railways who were not subject to appointment by examination and to whose positions the question clearly applied. For appointments to such positions the Government was responsible. Thus the homily which the learned author has pronounced for my benefit lacks relevancy.

- (f) To obtain the assistance of competent persons to assist the Commissioners to make an annual report on each portion of the Civil Service.
- (g) To arrange for transfer of employees and to perform such other duties as might be assigned by the Governor in Council.

IV. The Commission was authorized, with the approval of the Governor in Council, to make regulations touching the matters aforesaid.

V. The Commission was invested with the power of appointment by merit after competitive examination. From a list of successful competitors for any position in the Civil Service, the Commission, on the application of the deputy head, was to make the requisite appointment in the order of merit as disclosed by the results of the examination. Persons who had been on active service during the war, if of honourable record, were to be placed in the order of merit above other candidates.

VI. Promotions or increases of salary were to be made for merit by the Commission on the report of the deputy head.

VII. The provisions of the Act were extended to the Outside Service.

VIII. Until the Governor in Council should otherwise direct, it was not to apply to government railways or to government ships.

IX. The Commission was authorized, with the approval of the Governor in Council, to make regulations respecting positions to which, in the judgment of the Commissioners, it might not be possible to apply the Act.

X. The Act was not to apply to commissioners or other members of any Royal or other commission or board, nor to deputy heads.

The provision respecting railways and government ships was due to impending changes in the railway situation by which railway lines about to be acquired were to be operated, not by a department of the government, but by a board of management of Canadian Government Railways, including the Intercolonial and other Maritime Provinces' lines. This proposal was carried out by orders in council in November and December, 1918.

By section 32, the terms of Mr. Lake's resolution,<sup>29</sup> unanimously adopted by the House of Commons on July 17, 1905, were practically embodied in the Act in the following words:—

"No deputy head, officer, clerk or employee in the civil service shall be debarred from voting at any Dominion or provincial election if, under the laws governing the said election, he has the right to vote; but no such deputy head, officer, clerk or employee shall engage in partisan work in connection with any such election, or contribute, receive or in any way deal with any money for any party funds."

Mr. Maclean guided the passage of the Bill in the House and in committee with notable skill and ability. After two proposed amendments had been disposed of, the Bill received the unanimous approval of the House on its third reading (May 17, 1918).

Notwithstanding the unanimous approval, one could feel that it was not received with marked enthusiasm. In the minds of many members on each side of the House there was a natural reluctance to deprive themselves of the power or privilege of recommendation which was virtually the power of appointment to public office. This reluctance made itself much more audible during the following session when the amending measure of 1919 was submitted to Parliament for the purpose, *inter alia*, of approving the classification prepared by the Civil Service Commission and approved by the Governor in Council.

The measure was a tremendous step in advance. In 1919, Mr. Maclean properly characterized it as revolutionary. It is not within the purview of my purpose to discuss subsequent amendments. The principle and the purpose of the Civil Service Act, 1918, have not been materially modified or departed from. Its enactment removed at once the evil of patron-

<sup>29</sup> 5. Hans. 1905, p. 9717.



age. It may be that its scope was too far-reaching in respect of minor employees, but if so, the error was in the right direction. A very competent judge who for many years was President of the National Civil Service Reform League of the United States has described it as the most advanced measure of civil service reform that any country has adopted.

From time to time, both in the press and in Parliament, one may observe on occasion a movement or a desire to revert to the system of patronage. It is earnestly to be hoped that any such movement is not invested with any considerable significance. To restore the system of patronage in whole or in part would be a thoroughly retrograde movement, would undo work that could not have been accomplished by a strictly party administration and would be highly detrimental to the best interests of the Civil Service and of Canada.

A comparison of the Civil Service law and practice in Great Britain with that of Canada is both interesting and useful. For this purpose I requested information from the Secretary of the Civil Service Commission of Canada. His memorandum (December 26, 1930), contains an elaborate analysis from which I extract the following passages:—

"In any comparison between the British Civil Service and the Canadian Civil Service, one is immediately struck by the great advance made by the latter service over the former with respect to the application of the merit system. A review of the evidence submitted by the Treasury, in their introductory memorandum relating to the civil service, to the Royal Commission on Civil Service now sitting, would indicate that the British civil service has not progressed much farther than the Canadian civil service had progressed when the legislation of 1908 was passed in Canada.

"Like the Canadian service, the British service has a Civil Service Commission, but the functions performed by this body are very much like those originally performed in Canada by the Civil Service Board of Examiners. In other words the Civil Service Commission in England is a certification body. This means that its primary duty is to certify for employment candidates who are about to be appointed by the Treasury to positions in the public service. . . .

"Whereas in the Canadian service appointment is made as a result of open competitive examination without reference to personal or political influence, it would appear from the details given above that appointments to the British services are mostly exceptions to the method of open competitive examination. The annual reports of the Civil Service Commissioners bear this out, for out of 14,136 appointments made in 1928, only 2,855, were the result of open competitions without the preliminary nomination. In 1929, out of 13,887 appointments only 4,043 were by open competition. That there is great dissatisfaction with this continuance of patronage in the British Service is instanced by evidence given this autumn before the Royal Royal Commission and also by articles appearing in the press denouncing appointments, especially to the professional technical staffs, by nomination and frequently without any advertisement of the vacancies.

"Turning again to the Canadian service, the contrast is most vivid. Here, Parliament has delegated to its Civil Service Commissioners the administration of the Civil Service Act which covers specifically practically all aspects of the civil service. Appointments, whether temporary or permanent, classification and organization, suspensions, dismissals, promotions, transfers, leave, hours of attendance, exemptions from the Act, and matters of minor detail are all covered in the statute and regulations recommended by the Civil Service Commissioners and approved by the Governor General in Council by authority of the statute. For example, consider what is known as exemptions from the Civil Service Act. These are provided for in section 59 of the Act, and no exemptions from the operation of the Act can be made unless recommended by the Civil Service Commissioners and approved by the Governor General in Council. This has resulted in exemptions from the Act being comparatively few; such as positions where the salary is \$200 per annum or less, positions where the emolument is fees of office and positions of skilled and unskilled labour. In other words, the Civil Service Act of Canada not only provides for the terms and conditions under which the service shall operate, but provides that entrance to

that service shall be, with the few exemptions outlined above, by open competitive examination, and promotion within the service shall be on a strictly merit basis. . .

"The situation may be summarized by saying that in Canada everything pertaining to the civil service is provided for in the statute which is administered by the Civil Service Commissioners directly responsible to Parliament; whereas in Great Britain nearly everything pertaining to the civil service is administered by the Treasury which is responsible to the Government, not to Parliament."

The total number of employees within the scope of the Civil Service Act is approximately 40,000. The headquarters of the service at Ottawa numbers 10,000, and the field service outside Ottawa constitutes the remainder. The Post Office Department, which is the largest in size, has over 10,000 employees, the Department of Customs and Excise, including the Income Tax Branch, 5,000, the Department of Marine and Fisheries, 4,000, the Department of Public Works 3,800, while some of the smaller departments have a staff of less than 100.<sup>30</sup>

This closes the story of my personal activities in the cause of Civil Service reform. The Union Government in 1919, made an unsuccessful attempt to establish a Purchasing Commission. Mr. Rowell who had charge of the Bill presented it to the House with his usual ability and, in my opinion, made a convincing case for its passage. On both sides of the House fierce opposition was aroused and eventually the Bill was not proceeded with. It was my intention to reintroduce it at a subsequent session and I would have done so had not failing health compelled my retirement. During the war I had established a War Purchasing Commission which was the means of saving many millions of dollars to the Canadian people.

In considering conditions outside of the federal sphere, I have been interested in securing information from the provinces, from the cities and from certain great corporations. This information is useful for historical purposes and I have decided to embody it.

### THE PROVINCES

The systems of appointment to the public service vary greatly in the various provinces. I sent to each Prime Minister a questionnaire and from the answers received I extract the following:—

In four of the provinces there is no Civil Service Commission. Taking these provinces in alphabetical order, we find the systems as follows:—

*New Brunswick.*—Appointments are made by heads of departments. In the case of a major appointment a selection is made upon the recommendation of the head of a department by the Executive Council. An unusually large proportion of employees are appointed by Order in Council. In the selection of an officer or employee the departmental head avails himself of any source of information which he may consider appropriate. In case technical knowledge or education is required the Government inform themselves as best they can but there are no departmental or other examinations. The total number of employees is 602, exclusive of the staffs of the Electric Power Commission, the Liquor Control Board, the Workmen's Compensation Board, the Public Utilities Commission, the Provincial Hospital, the Jordan Memorial Sanatorium, seasonal employees and public school teachers.

*Nova Scotia.*—In practice appointments are made by the heads of departments except in certain cases where commissions are issued under authority of the Lieutenant-Governor in Council. The Public Service Act provides for the appointment of several of the deputy ministers, and other statutes provide for the appointment of special officials. Where technical knowledge is required, appointments are made

<sup>30</sup> These figures, supplied by the Secretary of the Civil Service Commission, relate to 1926, and are taken from his address to the Citizens' Research Institute of Canada, at Winnipeg, September, 1926.

from persons possessing the necessary attainments. There are, however, no set special requirements for candidates seeking employment. Apart from casual and temporary employees of the Department of Highways on highway jobs, the total number of employees of the province, inclusive of those engaged by the Nova Scotia Power Commission, the Nova Scotia Liquor Commission, The Workman's Compensation Board and the Public Utilities Board is 1,597.

*Prince Edward Island.*—A Civil Service Commission has not been found necessary. It has been the practice to make changes in departmental staffs immediately after a change of Government but the deputy ministers and senior clerks are not affected by this system. Public opinion seems unfavourable to dismissals of subordinate officers and clerks provided they are efficient and have not been active partisans. When a vacancy occurs in the public service the departmental head avails himself of all possible information respecting qualifications of applicants. The total number of officials and employees in the provincial service is 193, made up as follows: departmental staffs, 84; outside service, 109.

*Quebec.*—There is no Civil Service Commission. Every public officer or employee admitted to the service is engaged by the minister himself who is responsible for the appointment. The minister who makes the appointment must satisfy himself of the technical knowledge or educational attainments of each candidate when these are required. There is a pension system for employees, their widows and children and also a group insurance system. The employees in the Inside Service number 1,819, and in the Outside Service, 3,424, a total of 5,243.

In each of the following provinces a Civil Service Commission has been established although there is much divergence in the systems adopted:—

*Alberta.*—Civil Service Commission appointed under the provisions of the Public Service Efficiency Act; the appointment is made by the Lieutenant-Governor in Council during pleasure. Candidates are not required to pass written examinations. Applications for positions are received by the Commissioner on prescribed forms. These are classified according to experience with respect to clerks and stenographers, and according to positions in cases of special positions. These applications are each supplemented by such inquiry as the Civil Service Commissioner desires to make following a personal interview. The number of applications received for technical, professional and important administrative positions is comparatively small and as a rule it is necessary when such positions are vacant to advertise the vacancy or meet the situation in such other manner as may be deemed expedient. Generally speaking, when a position is to be filled the department notifies the Civil Service Commissioner who, according to the regulations, is required to give consideration to all applicants and select the person best qualified or fitted for the position, and usually several are selected and interviewed by the department and the Civil Service Commissioner and the final selection is then made strictly on the basis of merit. Successful applicants are appointed for a probationary period from one to six months or longer if necessary and a report on the work of the employee is furnished by the department to the Civil Service Commissioner before the permanent appointment can be made. There is no interference with the Civil Service Commissioner in the exercise of his powers under the Act. The total number of permanent employees in the public service at this date (December 16, 1930) is approximately 1,650, and of this number, approximately, 1,030 are within the purview of the Civil Service Commissioner. Those outside his purview are employees on the staff of special institutions throughout the provinces such as hospitals, mental institutions and gaols.

*British Columbia.*—There is an established Civil Service Commission. Competitive examinations are held for stenographers, junior clerks, rangers, assistant rangers, scalers, boiler inspectors. Appointments are made by the Civil Service Commission on receipt of formal requisition from departments. The number of contributors to the Superannuation Fund as at March 31, 1930, was 2,115. Of this number, 1,452 were on the civil list, and the balance, 663, outside staff. This figure, 663, includes permanent employees at the Mental Hospitals, Provincial Police, Fraser River Bridge, General Foremen (Public Works Department) and certain outside staffs. The Mental Hospital staffs, totalling about 246, are permanently appointed by the commission, at the end of six months' service, on the recommendation of the department, but the balance are appointed without reference to the Commission. In addition to these, there are a number of employees at the Tranquille Sana-

torium and Farm, Provincial Home, Kamloops, and certain employees (temporary) at the Mental Hospitals, etc., who are not counted as civil servants. Probably 350 to 500 would cover this class.

**Manitoba.**—A Civil Service Commission was established in 1918. It consists of one member appointed by the Lieutenant-Governor in Council. Candidates, other than heads of departments and technical employees, are required to pass an examination, either written or oral as the commission may decide. Office assistants all pass a written examination. These examinations are competitive. Except in the case of heads of departments and technical officers the Commission, on application of the deputy minister of a department approved by the minister, supplies from existing lists the officer, clerk or employee required. Such employee enters on a six months probation period during which time he may be dismissed as unsatisfactory by the deputy minister and further application made to the commission. At the end of his probation period, which may be extended to twelve months, he becomes *ipso facto* a member of the service and is duly appointed. He may then be dismissed only by Order in Council. Heads of departments and technical officers are appointed by the Lieutenant-Governor in Council direct, but the person so appointed must, previous to his appointment, obtain "from the Commission a certificate, to be given with or without examination as is determined by the regulations of the commission, that he possesses the requisite knowledge and ability, and also a certificate that he is duly qualified as to health, character and habits" for the position to which he aspires.

The Civil Service Commissioner, who cannot be dismissed except by a two-thirds vote of the Legislature, consequently should not be influenced by any attempt on the part of a member of the Government to have an unsuitable person appointed to office. The Civil Service Act, section 39, reads as follows:—

"(1) No person shall, directly or indirectly solicit or endeavour to influence the Commission with respect to the appointment of any person to the service, or with respect to the promotion of, or an increase of salary to, any officer, clerk or employee in the service.

"(2) Any person who, directly or indirectly, solicits or endeavours to influence the Commission in favour of his appointment, promotion 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."

The Comptroller General cannot issue a cheque in payment of salary to any person as a member of the Civil Service until he has been notified by the Civil Service Commission that such person has been recommended by the Commission.

The total number of officers and employees in the Civil Service of Manitoba as at April, 1930, was 1,505. To this number has been added about 150 in the Department of Mines and Natural Resources during the current year. A large number of these were former employees of the Dominion Government. There are very few permanent or semi-permanent employees of the Government who are not under the Civil Service Commission. These figures do not include staffs of Workmen's Compensation Board, Manitoba Government Telephones, Manitoba Farm Loans, Manitoba Liquor Commission. The office staff of the Power Commission has voluntarily come under the Civil Service Commission but their field forces are not included in the service.

**Ontario.**—The following information has been afforded by the Civil Service Commissioner for Ontario: Under legislation assented to March 26, 1918, it was provided that a Civil Service Commissioner for Ontario should be appointed by the Lieutenant-Governor in Council, and a commissioner was appointed in September 1918. No competitive examinations are held in connection with appointments to the service. Tests are given in the office of the commissioner when necessary. As a rule, stenographers and typists are required to pass a test before appointment to the service. In all cases the nominations of appointees are made to the Civil Service Commissioner. Appointments are made by the Government, upon the certificate of the Civil Service Commissioner, as provided under sections 5, 6, 7, and 8 of the Public Service Act, 1918, which read as follows:—

"5. No person shall be appointed to any office, clerkship or service in a department until the Commissioner has certified in writing that such appointment is necessary and that the salary attached to the position does not exceed a fair and reasonable remuneration for the service required.

"6. No person shall be appointed to any office, clerkship or service in a department until the Commissioner has certified in writing that the person to be appointed is duly qualified for the position to which he is to be appointed.

"7. An appointment shall not be made in the public service outside the departments to any office, clerkship or service, at a salary exceeding \$1,000 per annum, until the Commissioner has certified in writing that the person to be appointed is properly qualified to fill the position.

"8. Where an appointment is to be made to the office of Registrar of Deeds, Local Master of the Supreme Court, Local Registrar of the Supreme Court, Deputy Registrar of the Supreme Court, Deputy Clerk of the Crown, County Court Clerk, Registrar of the Surrogate Court, Sheriff, Crown Attorney, or Clerk of the Peace, the name of the applicant or nominee shall be submitted to the Commissioner, and the appointment shall not be made until the Commissioner has certified in writing, under his hand, that the applicant or nominee possesses the necessary qualifications as to character, education and ability for the discharge of the duties of the office."

Temporary appointments may be made by the minister for a period not exceeding three months, or by Order in Council, upon the certificate of the Civil Service Commissioner.

In many cases, the ministers make requests to the Civil Service Commissioner for suitably qualified applicants to fill vacancies. The selection is then made on merit from the applications on file and the name of the best qualified applicant is submitted.

At the present time there are approximately, 6,000 employees in the Ontario Public Service to whom the Public Service Act, 1918, applies. Approximately 1,000 persons are employed in the Outside Legal Service in various capacities who are not paid in the regular way but who are in receipt of fees, some rendering only part-time service. In addition, there are from twenty to twenty-five thousand seasonal employees engaged from time to time, many of whom are day labourers, a great number being employed in forest protection work, and the great majority in road construction work throughout various parts of the province. These employees do not come within the scope of the Act. The various permanent boards and commissions to whom the Public Service Act, 1918, does not apply, employ approximately 8,200 persons, this number being increased in the summer season by 800 to 1,000.

*Saskatchewan.*—There is a Civil Service Commission consisting of three persons appointed during the 1929 session of the Legislature: a chairman, for ten years, the two other commissioners for five years. A Commissioner shall not be removable during these periods excepting upon resolution of the Legislative Assembly passed by two-thirds of the members voting.

It is intended to extend the system of examinations, written and oral, to practically every position in the public service. The Commission has already held or is in the way of holding examinations for shorthand reporters, legal officers, junior clerks, stenographers, and various officials of the Provincial Power Commission; and one of the Commissioners is engaged continuously upon the organization of examinations and compilation of papers, with the assistance of persons having peculiar knowledge of the particular appointment in respect of which the test is to be made. Twenty-three district presiding examiners have been appointed, the examination territories being counterminous with the judicial districts, and the examiners being either the Registrar or Deputy Registrar of the King's Bench in the districts. Where written examinations are held they are competitive. When the urgency of an appointment will not admit of this procedure the information, as given on the prescribed form by the applicant, is scrutinized by the Commission and selection made after an interview which is attended by an officer of the department requiring the employee, by a member of the Commission and occasionally by a member of a panel of responsible employees submitted by the Government Services Association to act in a consultative capacity.

All appointments are made by the Commission upon the request of a department. No person shall endeavour to influence the Commission or its employees with reference to the appointment of himself or any other person (section 13). Employees shall be classified and paid graded salaries with annual increments in accordance with the Commission's schedules. The decisions in this regard are subject to appeal to a Joint Council made up of the nominees of the official and staff sides of the service in equal proportions. No appointment of any person not already in the Public Service to any permanent office or position shall be made except at the instance of the Commission and upon the written request of the permanent head. The Commission

must be satisfied that such appointment is required, and that, either a competitive examination has been held and the person proposed to be appointed is the most successful candidate, or, having regard to the nature of the appointment, competitive examination may be dispensed with. War veterans are entitled to bonus marks equal to ten per cent of the marks earned by them. As additions to the Public Service are required, the Commission shall give notice in the *Saskatchewan Gazette* and the provincial daily newspapers, stating the number of appointments to be made, and other relevant particulars. Excepting deputy ministers and members of boards and commissions, all employees in the Public Service shall be appointed by the Commission. Promotions shall be made for merit, and examinations for this purpose may be held. No employee shall engage in partisan work or deal with party funds under penalty of dismissal. Where it is alleged that the conduct of an employee renders him unfit to continue in the service, or a fit subject of disciplinary action, the permanent head or the head of the department shall suspend him and report the matter to the Commission, who shall thereupon hold an inquiry. In all other cases where it is determined by the Commission that the employment of any permanent employee shall be terminated, he shall receive three months' written notice or three months' salary. Notice of all promotions, transfers, etc., must be published in the official *Gazette*. A Joint Council consisting of six sitting members, three to be appointed by the Lieutenant-Governor in Council, and three representatives out of five elected for this purpose by the employees, shall hear and determine appeals against classification and grading, questions of salary, complaints of employees, and "appeals of persons dismissed." This latter provision was introduced at the instance of the leader of the opposition during the debate on the Bill. Its effects are adversely reported upon by the Commission as allowing a wide scope for ill founded action. Large powers are given to the Commission to fully effectuate the provisions of the Act. In the application of this measure to the Department of Telephones and the Power Commission, the Public Service Commission and the heads of the two departments possess co-equal jurisdiction.

The total number of employees in the public service is, roughly, 3,430 (as at December 29, 1930). Theoretically the Act applies to all of these excepting secretaries and assistant secretaries to members of the Executive Council, deputy ministers and members of boards and commissions; in the case of employees of the Legislative Assembly, the Commission's jurisdiction is subject to the legal rights and privileges of the Assembly as regards appointment and removal of employees.

### THE CITIES

A similar questionnaire was sent (January 29, 1931), to the mayors of the following cities: Charlottetown, Halifax, Sydney, St. John, Moncton, Quebec, Sherbrooke, Hull, Toronto, Ottawa, Hamilton, London, Chatham, Kingston, Winnipeg, Brandon, Saskatoon, Regina, Calgary, Edmonton, Vancouver, and Victoria. Replies were received from all except Charlottetown, Halifax, Hull, Ottawa, Chatham, and Calgary.

There is no Civil Service Commission in any of these cities. The replies indicate that the system of appointment is practically the same throughout Canada. When a vacancy occurs the head of the department concerned makes application to the City Council. A committee of the council is authorized to make appointments; applicants are selected after completing prescribed application forms. No oral or written examination is required. Except in cases where technical knowledge is necessary, there is no set standard of education. Where technical knowledge is required the council avail themselves of all possible information respecting the qualifications of the applicant. Promotion is based on efficiency and seniority. The general practice in all these cities is to train junior employees during a period of probation.

The Mayor of Toronto supplied the following information with regard to that city:—

"The selection of applicants for positions in the Toronto Civic Service is made by the heads of the various civil departments and usually junior clerks are taken on and are trained in the work of the departments. There is a system of promotion in

the several civic departments and it is carried out under what is known as "The Report of the Civic Survey Commission of the City of Toronto on Classification of Positions in the Municipal Service."

In Winnipeg the Report of the Brittain Commission, 1928, sets forth certain standards of qualification for appointments to the Civil Service.

In Edmonton all vacancies are filled, so far as possible, from high school or university graduates.

The City Comptroller of Vancouver observes:—

"The city, in 1929, appointed a Commission to make a Survey of Civic Salaries, and the report of the Commission laid down standards of admission and procedure for examination, also recommended principles for promotions, etc. The survey also recommended the appointment of a permanent Personnel Committee to carry out the principles laid down, such committee to consist of the City Comptroller (chairman), City Engineer, Medical Health Officer, Head of the Legal Department, and City Clerk (who acts as secretary). The Council, in 1930, appointed a Personnel Committee as recommended, and assigned to it the responsibility of applying the salary schedule to the staffs. The general scope and jurisdiction of the Committee in respect of other matters, however, were not, at the time, laid down but the council has now under consideration the question of assigning specific responsibilities to the Personnel Committee as a permanent committee to put into effect the principles laid down in the survey. As soon as definite action is taken by the council, it is anticipated that a specific set of rules and regulations relating to the Civic Service will be inaugurated."

Information was also received as to the number of employees but the basis of estimate varied so greatly as to preclude the possibility of a useful comparison.

#### CORPORATIONS

In considering methods of selection I thought it important to inform myself respecting those employed by great corporations. Accordingly I addressed a communication to the President of the Canadian Pacific Railway Company, the President of the Canadian National Railways System, the President of the Sun Life Assurance Company of Canada, and the President of the Bell Telephone Company of Canada. Information was requested as to the methods of selection, the system of promotion, the system of examination, if any, the standards of education and other qualifications required.

#### CANADIAN PACIFIC RAILWAY COMPANY

In reply to my inquiry I received from the president of the company, Mr. E. W. Beatty, the following communication:—

*"Memorandum*

*"January 29, 1931.*

"The Canadian Pacific Railway Company up to the present time has not had any definitely established educational tests for new employees entering its service. The engagement of new employees is under the supervision of the heads of the various departments and division officers. Although, not restricted altogether to high school grades, it is quite generally the practice to endeavour to secure boys of high school standards as beginners in junior clerical positions in general offices. In a large measure the senior clerical positions are filled by promotion of juniors rather than by the engagement of older men, and indeed practically all the company's officers, excepting in a comparatively few cases in departments requiring the services of technical men, have commenced their record with the company in junior positions and have risen from the ranks. Usually, merit and ability being equal, seniority governs largely in the selection of men for promotion in the different departments and territories.

"In its outside service or in positions having to do with train operations, new employees in positions such as locomotive firemen, brakemen and telegraph operators, are required to pass examinations involving physical tests including vision and

colour perception. Shortly after entering the service, men in these positions are also required to pass examinations in train operating rules. In these classes promotion is based almost entirely on seniority to positions such as locomotive engineers, train conductors and station agents, but subject also to further written and oral examinations in the rules governing train operations. Merit and ability being equal, seniority also governs promotion to preferred positions in respect to class of service, location and higher rates of pay in such cases as they apply. Promotions from these classes are quite usual by selection for such junior official positions as train masters, assistant superintendents and chief train despatchers. Similar regulations govern the positions of yard foremen and yardmasters, and also in the track and building maintenance department and the promotion of men in these classes to positions of track section foremen, roadmasters and bridge and building masters.

"In the company's mechanical department or among what is known as shop trades employees, new employees as mechanics, such as machinists, boilermakers, blacksmiths, electrical workers, etc., are required to have served their time at their respective trades. The company in its shops employs and trains apprentices to the extent of a specified ratio of the number of mechanics employed in the various trades, and, as far as possible, these men, upon completion of their apprenticeships, are continued in the company's service by the appointments to fill vacancies in the ranks of mechanics, or as additional employees are required. Seniority governs almost entirely among this class of employees for promotion to what are regarded as preferred positions, such as between day and night duty in the different shops, roundhouses and car repair yards. Promotions from the ranks of this class of employees are made by selection in almost all cases to fill the supervisory positions of assistant foremen and shop foremen, and frequently after experience in the latter positions those showing special capacity are selected for promotion to such higher official positions as division and district master mechanics.

"In freight sheds and freight and yard offices, new employees are invariably taken on in junior positions and advanced by promotion, generally speaking based upon seniority, from freight truckers to freight checkers, assistant foremen and foremen, and from junior clerical positions to higher paid positions of the same classifications.

"In practically all classes of the service, excepting in general offices and in what are regarded as supervisory positions in other departments, wages and working conditions of employees are governed by agreements negotiated between the representatives of the company and of the employees. The conditions in respect to the application of seniority rules vary to some extent in the different agreements, some providing for promotion to positions covered by the agreement only at the points at which the employees are engaged, as is the case with the shop trades and freight shed, freight offices and yard office employees. In other cases as with locomotive engineers, locomotive firemen, train conductors, brakemen and telegraphers, the application of seniority rules extends over superintendents' divisions and general superintendents' districts.

"Apart from the positions in the various departments to which promotion is governed by seniority, other conditions being equal, as provided for by the terms of the agreements referred to between the Company and its different classes of employees, as opportunity offers for promotion the employees who are fitting themselves for it by study and special application to their duties, naturally bring themselves to notice, and efforts are made to have officers keep in close touch with the employees in their respective territories who are thus fitting themselves for advancement so as to have always in view the most desirable men for promotion when their services are required. If, however, promotion is given out of line with seniority in the respective classes of service, it should only be because of undoubted greater merit, efficiency and application to work."

At an interview during January, 1931, Mr. Beatty stressed the immense importance which he attached to character, to evidence of capacity for development and to qualities that might eventually justify administrative leadership. Further, he indicated that family history was taken into account in making selections. Subsequently I received from him the following letter:—

"February 23, 1931.

"Our practice in dealing with applicants for positions, especially those on the general staff, is through the local officer who inquires into the applicant's antecedents, education, personal characteristics and other data which will enable him to form an



appreciation of the man's qualities which would indicate his fitness for employment and possible future advancement with the possession of experience. We naturally attach great importance to those factors which indicate character and reliability. Obviously the judgment of the local officer is almost conclusive in the matter of accepting or not accepting an applicant but, as he is a man of experience with men, his sizing up of any applicant is usually as accurate as it is humanly possible to be."

Mr. Beatty also furnished me with the following data:—

"The number of employees in the service of the Canadian Pacific Railway Company varies to some extent seasonally and with changing traffic conditions.

"For the year ending December 31, 1929, the last year for which the compilation of figures is complete, the average number of employees throughout the year was as follows:—

General, including executives, engineering, clerical staffs, messengers, etc.. . . . .	9,974	
Maintenance-of-way and structures.. . . .	17,525	
Maintenance of equipment.. . . .	17,464	
Transportation.. . . .	20,542	
Employees engaged in coast steamship services, telegraphs, hotels and mines.. . . .	9,275	
Total.. . . .	<hr/>	74,780
Total average number of employees engaged by the Canadian Steamships Limited.. . . .		9,750
Total average number of employees engaged by the Canadian Pacific Express Company.. . . .		2,294
Total average number of employees of other railways in Canada owned and controlled by the Canadian Pacific Railway Company.. . . .		4,737
Grand total.. . . .		<hr/> 91,561 "

#### THE CANADIAN NATIONAL RAILWAYS

In reply to my inquiry, I received from the president, Sir Henry Thornton, the following information:—

"January 19, 1931.

"Certain educational standards are required with respect to applicants for service. These requirements are naturally appropriate to the post sought—for example—he who applies for the post of stenographer must satisfy the employing officer with respect to his proficiency. A young man desiring work in our Engineering Department would have to furnish evidence of engineering knowledge; such as a university diploma or certificate, or a recommendation from a qualified Civil Engineer under whom he had served. Applicants for positions in train and engine service must pass an examination with respect to their eyesight, and convince the employing officer that they have sufficient common school education to be enrolled. These preliminary investigations are left in the hands of the employing officer, who is invariably quite capable of reaching a satisfactory conclusion.

"The question of preliminary physical examination is not yet fully established on the railway. My own view is that every individual entering the service of the company should be examined to determine that he has no hidden physical defect which in a relatively short time might leave him as a charge on the company's charity and certainly limit his years of useful service. These examinations have never been the practice to any uniform degree on the present lines of the Canadian National, or its predecessor companies. Generally such examinations are looked upon with some suspicion by labour organizations, particularly if initial examinations are followed by periodical examinations after appointment to the service. I am bound to say that in some respects the suspicions of the labour organizations have been justified, as physical examinations have been used for the purpose of unjustly dismissing employees from the service. However, our relations with our labour organizations have become so satisfactory, and such mutual confidence established, that we are now upon the point of establishing definite physical standards.

"In this connection, it will interest you to know that the Pennsylvania Railroad have for many years insisted upon a thorough physical examination on the part of every candidate for service, and to-day require every officer from the President down

to be examined every two years. This is just as much in the interest of the officer as the company, for such examinations sometimes reveal incipient diseases which if checked may preserve the officer's service to the company for many years, as well as perhaps his life.

"In the lower ranks, promotion is almost invariably on the basis of seniority. With respect to the men in train and engine service, the preferred runs in our agreement with the labour organizations are definitely decided by seniority, unless manifest inefficiency is shown, but the latter cases are very few and far between. Generally speaking it may be said that seniority is pretty much the rule as related to positions below the rank of divisional officers. Above this scale seniority is, of course, a factor, and rightly so, but the higher one goes the less of a factor seniority becomes, and the more is considered efficiency.

"Generally speaking in the railway world examinations for entrance to the service and promotion are not the practice, chiefly because such things as vision, initiative, courage, tact, discretion and so on, are not satisfactorily revealed by any scheme of examination. Too frequently it was found that the junior officers who passed the best examinations were least qualified for leadership. About twenty-five or thirty years ago, such a practice was in vogue on the Pennsylvania but was very shortly abandoned, I think much to the relief of all concerned.

"Promotions up to the rank of division superintendent, shop superintendent, divisional freight, treasury and accounting officers are fairly well taken care of by seniority. Vice-presidents, general managers, and general superintendents, within their respective scopes, keep a pretty close eye on younger material coming on; and as it has been somewhat a hobby of my own, I know pretty well most of our officers, including and above what would correspond to division superintendent. I travel about the railway a good deal, as you know, and wherever possible arrange for regional district and divisional officers to ride with me over their respective territories. By talking to them, and questioning them, I get a pretty fair idea of any good material that there is knocking about on the railway. Now and then an employee in a very subordinate position comes to notice through some outstanding act. For instance, there was a young messenger boy at Vancouver who did a particularly intelligent thing, and he is now marked out for promotion as and when opportunity presents. In this way, without the installation of too cumbersome a method, the executive officers and myself keep a fairly close check on promotions, which after all is a very important factor in developing an oncoming generation of officers.

"The most important factor in any highly organized body comprising a large number of men, such as a railway, is to eliminate jealousies and dislikes, and permit promotion to be made strictly upon merit. I have always impressed upon our officers the fact that they are trustees of the lives and careers of the men under them, consequently, jealousy and dislike must play no part, and that every man is entitled to his chance, with the understanding that once having had that chance and failed, he will have to step aside. I believe, so far as the Canadian National Railway is concerned, we have met this difficulty pretty satisfactorily.

"I am afraid I have bored you with a rather long and perhaps uninteresting letter, and possibly after reading this you will come to the conclusion that there is not a very definitely organized scheme of promotion on our railway. On the other hand, I feel that it is rather better organized than this description might indicate. It is extremely difficult, as I am sure you will conclude, to admit candidates to service and make promotions thereafter on any ironclad formula. Seniority, efficiency, justice and sympathy must always be large factors. An attempt towards too great precision often defeats the object sought. The real test is this—are the officers and men contented and happy in the service? If this question is answered in the affirmative, one may be fairly sure that the entire question is being handled with judgment.

"With a view to improving our opportunities in the selection of persons desiring to enter the service in clerical and stenographic work, there has been set up at Montreal, Toronto and Winnipeg, a staff bureau. Employees desiring work of the nature indicated report to these offices where they are given a practical test. Applicants are then graded as to particular qualifications, experience and so on. When a clerk or stenographer is desired anywhere on the line, application is made to the staff bureau and the most available applicant is employed.

"As you are doubtless aware, we take on a certain number of apprentices at our larger shops. These apprentices, in addition to gaining experience in practical work, are given courses in mechanics, drawing and other primary subjects directly relating to shop work. We try to limit the number of apprentices to those for whom we can find work upon graduation, and we usually try to get the sons of old and deserv-

ing employees. The system is in vogue on most railways and has worked with much satisfaction. There are many high officers in the transportation world who began as shop apprentices.

"On November 30, 1930, the number of employees on the Canadian National payrolls was 95,587. The number of course fluctuates with the amount of business done, and before the commencement of the current depression it was nearer 100,000.

#### THE SUN LIFE ASSURANCE COMPANY OF CANADA

In reply to my inquiry, the president, Mr. T. B. Macaulay, sent me the following memorandum (January 26, 1931), which was prepared at his request by Mr. E. E. Duckworth, one of the assistant secretaries and head of the Personnel Department.

"The administration of the clerical staff is carried out by a personnel department, under the supervision of an officer of the company. This department is responsible for the selection of new employees, makes recommendations regarding promotion and transfer of staff and reviews the recommendations of the department heads regarding salary increases.

"Applications for employment with the company are made to the Employment Section of the Personnel Department. The applicant must be interviewed and must also pass a satisfactory test and medical examination before receiving an appointment to the staff. The tests have been specially devised to select individuals with particular qualifications and aptitudes suitable to the kind of work which has to be done.

"In deciding upon an applicant's fitness for a position, three factors are considered:—

1. His personal history: (parentage, schools or university attended, previous employment, if any, etc.).
2. Results scored in the aptitude or intelligence test.
3. The medical examiner's report.

Male applicants are expected to have had an education of at least high school standard or, in special cases, university honour graduates' standing. Female applicants are expected to have completed a public school course.

"Should the applicant measure up to the company's standard, he is given a temporary appointment to the staff for a probationary period of from three to six months. Before the expiration of this time, his departmental head is asked to assess the value of the probationer's services under various headings, such as accuracy, quality and quantity of work done, initiative, etc. He is also asked to make a definite recommendation as to whether or not the probationer should be placed on the permanent staff. In the meantime, inquiries are made of previous employers, and references obtained where considered necessary. The Personnel Department follows up the work of the new employee very closely until he has demonstrated his fitness for a permanent position.

"During the annual revision of salaries, the Personnel Department follows closely the progress of individual members of the staff, and gradually those individuals who show promise of development and of the ability to carry increasing responsibilities become known.

"The Sun Life Club (an organization of the employees devoted to the physical and intellectual development of its members) conducts an educational course during the winter, and last year over four hundred members of the staff sat at the examinations of the Insurance Institute of Toronto. Successful candidates are listed by the Personnel Department and receive consideration whenever a promotion is made.

"Recommendations regarding salary increases and promotions are made by the department heads and finally approved by a Salary Committee on the advice of the Personnel Department. Promotions and appointments to new positions are based on merit alone.

"The Personnel Department, in an unobtrusive way, interprets the policy of the management to the employees and at the same time charges itself with the welfare of the employees, to the end that the tone or "esprit de corps" of the institution is kept at its highest level for the good of all."

The following information was also received as to the clerical staff of the company:—

"The Clerical Staff of the Company is as follows (letter dated February 3, 1931):—

	Male	Female	Total
Head Office .....	1,113	1,454	2,567
Branch Offices .....			2,271
Total .....			4,838."

#### THE BELL TELEPHONE COMPANY OF CANADA

In reply to my inquiry the president, Mr. C. F. Sise, transmitted to me the following memorandum (January 28, 1931), prepared by Mr. Haskell (assistant to Mr. J. E. Macpherson) head of the Personnel Department:—

"With reference to Sir Robert Borden's letter to Mr. Sise, dated January 21, 1931, the following information may be of assistance to Mr. Sise in his reply:—

"Our company operates in two provinces and under widely varying conditions, depending upon the size of the offices and the requirements of our work at each centre, and it has not been possible to devise entirely uniform methods of employment or promotion. To a large extent, therefore, these matters have been left to the discretion of department heads in each area; close co-operation between the various departments being relied upon to produce generally uniform results. In our larger centres such as Montreal and Toronto the operating department heads have agreed to accept the findings of centralized employment bureaux and have been quite satisfied with the results of this co-operation. Fairly uniform educational and physical standards have been established in the larger centres through this co-operation of the departments but a good deal of discretion regarding the employment of applicants is still left to the local officials in smaller places.

#### *"Methods of Obtaining New Employees"*

"The selection and initiation of employees may be roughly grouped under four classifications:—

"(a) Operators of Switchboards for our Traffic Department.

"(b) Installation, Maintenance or Construction men for our Plant Departments.

"(c) Clerical Employees for our Accounting, Commercial or Financial Departments.

"(d) Those who have special qualifications for technical, auditing, legal or administrative positions. (This includes university graduates, etc.).

"In all these groups it is our general practice to require an application form, a personal interview and a medical examination before the applicant can be placed on the regular payroll. Since all our employees are bonded, it is customary also to obtain suitable references. In addition to these general requirements, applicants in the various groups usually conform to the following procedure.

"Group A.—An applicant for a position in the Traffic Department, who is usually a woman between the ages of 17 and 24, is required to fill out the application Form No. T-129A and to answer verbally the questions of the interviewer outlined on Form T-129B. The interviewer is required to judge from her answers, her appearance and her references whether she has the qualifications necessary for the work of an operator. If she seems to have the necessary requirements, she is told to report to the Medical Department for a physical examination. Having successfully passed this examination she is placed on the payroll and reports to the Operators' Training School where, for three weeks, she is taught operating and is under close observation to determine her adaptability for this type of work. A number of the applicants are eliminated in the school which serves the purpose of testing as well as training the applicants. Having graduated satisfactorily from the school, she is given a share of the work on the switchboards and is placed on a regular wage schedule by which she advances at regular intervals to the maximum rate for operators in that city. During the first months of her regular employment she is, of course, under strict observa-

tion and may be reprimanded or dismissed for poor attendance, tardiness, inattention or more serious faults. On the other hand, she may, with a good record and special ability, be promoted after a reasonable length of service to the position of supervisor, with a correspondingly higher remuneration. While seniority is a factor in such a selection more emphasis is placed on the personality, education and ability of the operator and on her willingness to assume responsibility. Promotion to position of supervisor or promotion of supervisors to higher positions, such as assistant chief operator, etc., is recommended by the chief operator and confirmed by the district traffic superintendent. Before making such a recommendation the chief operator consults the central office instructor and the immediate supervisor of the employee concerned.

*"Group B.*—Applicants for positions in the Plant Department are required to fill out an application Form No. 1005, followed by an interview with the local official in charge of employment. If the applicant is then seriously considered for employment he is required to take a test to determine his education, his accuracy and his mental alertness. For certain positions he may also be required to undertake tests to show his dexterity. Having obtained satisfactory results in these tests he is required to pass a medical examination and will then report for duty, either in one of the training centres or as an assistant to one of the workmen on the job. His progress is carefully followed by means of periodic reports from his superiors and, if satisfactory, he advances on the regular schedule to the maximum rate for the city in which he is engaged. His promotion is dependent largely upon his ability to perform his duties and upon the periodic reports of his immediate superiors relating to his performance and his character and personality. Under normal circumstances he will not receive promotion from the working forces for several years, and in this sense seniority is a factor in his promotion. However, when an employee shows outstanding ability he may, on the recommendation of the foreman and others, be promoted more rapidly than those who have had longer service.

*"Group C.*—Clerical employees are required for numerous departments and for various types of clerical work; for example, ticket sorters, salesmen, collection clerks, typists and stenographers. The procedure varies somewhat in the different offices. In general, the clerical employees are required to fill out Form 1005, to submit to an interview and to a medical examination. In addition they may be required to pass tests to show their proficiency in their vocations. Schedules differ slightly in the various departments, but in general such employees progress at uniform rates to an established maximum in the type of work for which they are employed. As these employees are usually in smaller units they are under constant supervision and their promotion depends on the qualifications of the employee, the recommendation of their immediate supervisors, and the opportunities for advancement in their respective offices.

*"Group D.*—Those with special technical, or accounting or business training apply to us for positions in several ways; either by applying at the employment bureaux in person, by means of personal contact with some of our officials or employees, by letters, or by means of various service agencies such as the Alumni Societies of the universities, the Engineering Institute of Canada, the Technical Service Council, etc.

"When an applicant with special qualifications applies at one of our employment bureaux his application is forwarded to a designated official for review. In some cases the applicant may be referred directly to the department concerned if he specially desires employment on statistical or other special work. When the applicant is referred to the interviewer further consideration is given to the application, references confirmed, his educational qualifications checked with the university authorities, and if found in order, the special applicant will be referred to one of the departments in need of his services for final approval. In addition to receiving and interviewing applicants with special qualifications, the special interviewer in each area visits, annually, the technical schools and universities to interest and interview the students in their final year. In this work the co-operation of the professors is enlisted and a better selection can be obtained in most cases than from the list of applicants from other sources. Early in each year the departments furnish the special interviewer with a list of their probable requirements, detailed as fully as may be possible, regarding the type of employee required, the nature of his training, and the work on which it is expected he will be engaged. It is customary in making these demands to consider that the junior university graduate will not be of much immediate value to the department but that his services will be required in a technical or supervisory capacity after two years' training.

*"Method of Promotion for Supervisory or Official Forces"*

"In making promotions among the supervisory forces, no distinction is made between those who have come into supervisory ranks from the field forces and those who have been specifically engaged for technical and supervisory positions. In general, these men will be working side by side in positions of minor responsibility and will be known personally to the district and divisional superintendents. When new positions are created or existing positions have to be filled, several of those best qualified to fill the position are recommended by the district superintendent; names submitted by other district superintendents will also be considered and a recommendation made by the division superintendent to the department head which is usually confirmed by him. It may happen, however, that there is someone better qualified in one of the other divisions, in which case a transfer may be arranged. Promotion or transfers between division offices and the general offices are made after consultation with the division superintendents. It should be pointed out that many changes are made partly as promotions and partly as additional training for the supervisor concerned. Where the work is highly specialized a man may be limited in his promotion unless he can be given an opportunity of spending a year or so on the various phases of the work. Having received training in several phases of the work, the satisfactory supervisor is capable of advancement to positions involving more numerous activities.

"Many of the promotional changes take place at a time of expansion and there may be several scores of positions involved. Advantage is taken of such occasions to transfer the more junior employees to positions in other districts or divisions equal or superior to those of the men to whom they were formerly reporting. By this means the more able supervisors may, in a few years, have reporting to them men much senior to them in service. Special efforts are made in all cases to avoid situations where a supervisor of long service will be forced to receive orders from one who, a short time before, had been one of his juniors.

"The number of employees on the payroll of the Bell Telephone Company of Canada as at December 31, 1930, was:—

Male .....	5,599
Female .....	8,910
Total .....	14,509

"A great many construction employees were temporarily laid off during the winter months, and many of them will be re-engaged as soon as the season opens up."

The methods of these great corporations differ greatly from those established by the Civil Service Act, 1918. They are not obliged to guard against the bane of patronage which, for many years, had a malign influence upon appointments to the public service of Canada. The head of any department or sub-department is responsible for its efficient administration and he himself cannot expect advancement unless his duties are carried out to the satisfaction of his superior officers. It is possible that a cry of favouritism may occasionally arise; as to this, I do not know. But the danger of patronage is entirely absent.

It will be observed that each of the two great railway companies has in its service more than double the number of employees engaged in the Civil Service of Canada.

Possibly great corporations may eventually find it desirable to establish some system of examination for the purpose of determining the merit of applicants. The recognized efficiency of the services of the corporations I have mentioned indicates that the methods employed are entirely satisfactory under present conditions.

## CONCLUDING OBSERVATIONS

Doubtless the Civil Service Act of 1918 will be amended from time to time but never, I hope, with the slightest reversion towards the patronage system. Possibly the system of oral (in addition to written) exam-

inations already established may be further developed with distinct advantage. It would of course demand the services of examiners whose ability and experience would justify the expectation that in some measure at least they would be enabled to estimate character, to discern capacity for development and aptitude for leadership, to appreciate real as distinguished from merely superficial knowledge. Such a development might minimize the opportunity for frauds of the character said to have been practised in recent years. The interviews upon which the great corporations rely in making their selections partake of the nature and are attended with some of the advantages of a formal oral examination.