

CIVIL SERVICE COMMISSION.

MINUTES OF EVIDENCE.

TUESDAY, 22nd December, 1891.

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

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

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

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

(c.) The expenditure in 1871 and 1881.

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

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

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

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

PRIVY COUNCIL OFFICE.

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

	1871.	1881.	1890.	Approximate, 1891.
Entries in Register and Despatch Book.....	1,512	2,025	3,249	3,652
No. of Orders in Council passed.....	1,287	1,713	2,715	2,880
No. of folios in O.C.....	3,396	4,539	9,970	11,300
No. of references to Departments.....	462	686	1,778	1,926
No. of O.C. sent to Governor General.....	56	87	120	170
No. of O.C. sent to High Commissioner.....	None.	None.	100	140
No. of O.C. sent to Secretary of State Dept. for Lt. Governors.....	70	27	71	70
Applications by outside persons for copies of documents.....	No record.	5	129	160
No. of semi-official letters.....	No letter book	102	1,850	1,250
Translations.....	No record.	5	85	90
Plans, maps, &c.....	No record.	10	350	360
Total folios copied and.....	11,000	16,000	73,500	84,470
Hours of comparing.....			970	1,200
No. of missing documents.....	795	860	70	50
No. of employés.....	18	20	43	37
Salaries of permanent staff.....	\$ 13,236 33	\$ 14,392 50	\$ 24,092 50	\$ 25,005 00
Contingencies.....	7,000 00	3,000 00	15,100 00	11,100 00

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

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

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

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

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

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

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

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

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

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

AUTHORIZED Expenditure of the Privy Council Office in 1881.

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

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

AUTHORIZED Expenditure of the Privy Council Office in 1891.

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

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

PROPOSED Organization of the Privy Council Office.

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

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

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

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

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

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

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

ASSIGNMENT OF DUTIES TO STAFF.

Chief Clerk (Assistant Deputy), Mr. Pope.

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

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

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

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

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

Four First-class Clerks.

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

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

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

The fourth, searches and records, &c.

Eight Second-class Clerks.

Two second-class clerks for drafting minutes, &c.

The third having charge of the draughting, stationery and accounts, &c.

The fourth, translations and general work.

The fifth having charge of the records.

The sixth having charge of the copying room.

Two assisting Mr. Pope, the assistant clerk, as above indicated.

Four Third-class Clerks.

One of these, besides copying, assists with the maps and in the stationery room.

A second, besides copying, assists at translating.

A third assists the clerk in charge of the copying room.

The fourth, general copying.

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

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

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

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

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

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

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

394 preliminary \times 5.....	1,970
378 qualifying \times 8.....	3,024
75 optionals \times 2.....	150

5,144

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

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

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

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

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

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

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

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

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

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

Age limit between 18 and 40.

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

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

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

There should be no intermediate class.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

24. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I am opposed to boy copyists or a writer class, as first, no doubt it would have a tendency to make the permanent staff inclined to loaf, if they knew those could be called in to assist; second, it would be altogether inapplicable in this office on account of the peculiar confidential nature of the work. The "permanent" temporary clerks as they exist in this office are the most suitable, because they, as well as the permanent men, know if the work is behind that they will be kept in till six o'clock, or later if necessary, on reasonable grounds.
25. Do you recommend the creation of such a class?—No; I think it would be injurious to the service.
26. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I am in favour of the present organization; I do not think that a high grade permanent staff and a lower grade writer class would be practicable.
27. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—When work increases more assistance becomes necessary.
28. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—The selections are always made by the head of the department.
29. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—A few elderly ladies are employed under special circumstances, as temporary clerks. In my office I think it is inexpedient to employ women clerks.
30. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The deputy head should determine the time at which the statutory leave of absence should be taken. The deputy head should have power to grant leave for a term not exceeding one month in any year; and the Governor in Council to grant leave not exceeding twelve months.
31. Should not leave or absence be compulsory?—The present law seems to require no alteration. This applies more to banks.
32. Should there be a limit, and if so what, in the case of leave on account of sickness?—The limit fixed by the present law, twelve months, does not seem to require any alteration.
33. Has the business of your department suffered, and to what extent, through the granting leave of absence or otherwise?—No.
34. In your department, have any abuses prevailed as to the granting of leave of absence?—No.
35. Should there be a system of fines for small offences?—No necessity has arisen for the application of fines in my office. If the offence is grave the official should be suspended. With regard to this I believe whenever any irregularity is considered sufficiently grave by the Governor in Council, the Governor in Council should appoint a judge to investigate the irregularity, &c., and he should report to the Governor in Council, adding thereto his recommendation.
36. Is it advisable to re-instate an official who has resigned his appointment without the recommendation of the deputy head?—The re-instatement of men who have resigned or who have been superannuated is not, in my opinion, beneficial to the service.
37. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Answer under 36. I am opposed to re-appointment.
38. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—All the men in my department observe the law regarding the attendance book except the Clerk of the Crown in Chancery who does not sign the book. At 10 a. m. a line is drawn across the book, and the men who come after that hour sign under this line. As a matter of fact men are very rarely late.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The General.

The Adjutant General.

Chief Engineer of Railways.

do Canals.

do Public Works.

Chief Architect do

Inspector of Penitentiaries.

Land Commissioner Smith.

Librarian DeCelles.

do Griffin.

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

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

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

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

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

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

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

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

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

percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatement deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—I am in favour of the present system of abatement; except I would make it uniform $3\frac{1}{2}\%$ allowance. I consider the present percentage insufficient, in view of the modifications I hereafter mention. I cannot believe that any good purpose would be served by adopting either of those suggestions, (a) or (b).

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1. CLASSIFICATION AND SALARIES.

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

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

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

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

PROMOTIONS.

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

3. LEAVE OF ABSENCE.

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

4. HOURS OF ATTENDANCE.

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

5. SUPERANNUATION.

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

6. GENERAL.

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

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

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

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

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

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

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

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

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

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

95. That has happened some times?—Well—

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

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

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

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

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

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

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

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

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

103. Unless there is a vacancy higher up why should they not be stopped?—Because the salary is too small.

104. The Government gives salaries to pay for the work done. Suppose a man continues to be a copyist only, should he go up to \$1,800?—No.

105. Can't you hire in any part of the country all the copying any one wants for a thousand dollars a year? Are there not hundreds of men in every city who would jump at the chance of copying for less than a thousand dollars a year?—The work is not all copying. After 20 years' service any man who is worth anything is called on to perform work worth more than a thousand dollars a year; diligence and ability should be considered. We wish to protest against the policy of keeping the greater part of the service always in the lowest grades.

106. Do you think the service can point out any employer of labour in the country who pays as much for clerical work as the Government does, or half as much?—Of course we think the Government can afford to pay better than any other employer.

107. You made a point of the insufficiency of the salary at the time of the appointment, that is \$400 a year?—That is insufficient in my opinion.

108. Do you happen to know what is the general salary given to youngsters when they go into banks?—They go in at about \$200 a year, but then they go in a good deal younger. I have a brother who went in for \$200 at the age of seventeen. In the Government there is not the same chance of getting on, there is not so much to hope for. Another thing is that a man in the service does not get any training that will fit him for anything else. If he is in the Civil Service once he will learn nothing that will enable him to get out of it, and if he should lose his position his life in the majority of instances would be a complete wreck. In banks young men get a good business training.

109. Have you any opinion about the old grade that was abolished of junior seconds that went on from \$700 to \$1,100? Is it not in your experience that a man goes in and goes on to a thousand dollars, and that he is not worth the full extent of the salary?—Yes, there are such men. Of course they can be stopped at any salary by withholding the statutory increase. It would not make the passing from these lower grades any harder than it is. I have often thought that the junior second grade was a very useful role, because there are men too good for \$400 who might be appointed at \$700. Ordinarily a man in the service does not get a chance to prepare himself for anything else. There is not training there to fit him for any other employment.

109½.—Do you think there ought to be some facility for being transferred from time to time? Supposing there was a vacancy for a second-class clerk in the Finance Department, do you think it ought to be opened to competition from all the service?—It might be, yes. I do not believe in transferring men without letting the men already in the department have a chance. We decidedly object to bring another man in without the men already there having a chance. The men in the departments should at least have an equal chance with everybody else for the vacancies, in the higher grades of their own department. We have not had to fight so much against men being brought

in from other departments as against men coming in from the outside on account of political influence. It seems hard, when there are men in the department who can perform the work properly, that other men should come in and take the best places. It is very discouraging and I was asked to represent it very strongly.

110. But between that and paying a thousand dollars for services that you can get done very easily for a few dollars?—At our meetings one man instanced a case of a man who was getting a thousand dollars and he had a family to support, and found it very difficult to get on.

111. You are all anxious to have an efficient service?—Yes.

112. Was there any discussion about getting rid of inefficient clerks?—No.

113. Of course it would be better for the department and better for your interest if you could get rid of such?—They are useless lumber. There were one or two cases but we did not discuss them. Another thing I was asked to speak about is the extra hours. In our office we put in a great many extra hours. In the rest of the service the hours are from 9:30 to 4, while in the Privy Council Office the hours are from 9:30 to 6 most of the year. It is a great hardship and shuts us off from a great many things. Add two or three hours to a man's working day and it shuts him off from many privileges which the rest of the service are able to enjoy.

114. Is it not a fact that in the summer the meetings of Council are not held more than once a week?—Only one month in the summer, that is the month of August. We keep an account of Council meetings and they average four meetings a week throughout the year.

115. During the session of Parliament the sittings of Council take place necessarily from one to three o'clock?—They make it up on every holiday and they frequently come back from the House and meet at 5 o'clock. There are a great many holidays during the session of Parliament, and the Council generally meets from 11 to 6 during the holidays, besides sitting on Saturdays. If we were allowed to come later in the mornings it would be necessary to have a larger staff; since we have to be there we may as well work as to sit around idle. By working during these extra hours it naturally follows that we do more than we could possibly do if we remained on duty only during the regular hours; and by so doing the office work is done by a smaller staff than would otherwise be required. This applies solely to the Privy Council.

116. In regard to leave of absence for sickness, has your staff any feeling about the employment of a particular practitioner in cases of leave of absence through sickness, and paying him and giving up your own doctor?—Nothing was said about that. Personally I think it is better to have the same particular practitioner for everybody in the service.

Mr. Wm. LOUX, of the Privy Council, appeared, made a statement and was examined.

The temporary clerks of the Privy Council Office being desirous of laying before the commission a statement of what they deemed disabilities under which they rest, have chosen me as their representative to present their collective views: In doing this I would beg to refer to these matters under a few heads or divisions:

1st. The prolonged working hours in the Privy Council Department.

This of course is equally shared with the permanent officials of the department, but in the case of the temporary clerks the compensating advantages accruing to the permanent clerks are denied them.

While disavowing any desire to find fault with the length of the working hours it is felt that some consideration might be extended us.

The Council sittings are frequently and in fact usually prolonged till six or half past six o'clock in the evening ; sittings usually take place on statutory holidays and on Saturdays also, and by a computation of these extra hours furnished to the Civil Service Commission in 1881 it was shown that on the average there is about 83 days extra work done each year.

Having this in view and the further fact that we are thereby deprived of nearly all opportunities of securing the needed physical recreation as well as mental relaxation attainable by those whose labours do not confine them so closely, and seeing the entire willingness and cheerfulness with which these added calls are always met we cannot but hope that we may receive some consideration.

I may say that there were only two holidays observed in the Privy Council Department for the past year, and on all other occasions we have to work.

2nd. The abolition of any vacation to temporary clerks.

This is a great hardship to temporary clerks in any department, although to those of the Privy Council Office it is much harder to bear than in other departments, on account of the prolonged working hours as well as the loss of other Statutory holidays.

Without appealing to the Commission from any humanitarian point of view, we feel that the example set by any large mercantile establishments, joint stock companies or banks, &c., might be followed in our case without loss to the Government. The establishments mentioned do not deprive their employes of needed rest and relaxation but all their servants secure an annual vacation.

Temporary clerks and especially those in the Privy Council Department certainly need some rest ; but if this be denied them, it is probable that their work cannot but deteriorate both in quality as well as quantity, even against their best intentions and endeavours.

3rd. Deprivations of pay when absent.

Men will sometimes fall ill, perhaps only for a day or two, perhaps longer. With an employer in private life and especially in the case of corporations, &c., before mentioned, the misfortune of being ill is not rendered harder to bear by the knowledge that, though you may have a wife and children to be provided for, your pay is stopped.

There are few employers who do this, yet such an order is enforced as regards us.

No matter what hardship attends the case, no latitude is given the Deputy Ministers who may recognize in all its details the suffering sometimes resulting from this rule, to extend a little help in the sorest need. There is no gratuity provided for those left behind by a temporary clerk who may die in harness, but we feel that in some such cases as mentioned, safeguards sufficient to secure the Government from any flagrant abuse could be provided if this privilege were restored.

There is another matter affecting some of the temporary clerks in the Privy Council Office that I desire to bring to your notice.

Some time since I was transferred to the Privy Council Office, by Sir John Macdonald's orders, to do certain special work. In the course of my regular duties I came to learn of the great increase of work that had arisen, as well as of the necessity for a change from the former manner of working. I had been informed and had even read in the evidence given before the Civil Service Commission in 1880 of the mode of working in the office. It appears that then a clerk at \$400 was engaged on exactly similar work with a clerk at \$1,800.

Mr. McGe. had some years ago recognized the necessity for the introduction of a system to meet the growing requirements of the office. He proposed a plan in a confidential report made to Sir John Macdonald in 1882, then President of Council, which was approved, and upon that he has been building up an organization, which has proved successful.

The central point of this system is the assignment of first-class work to first-class men, second-class work to second-class men, &c.

Another feature also was the devising of what is termed a "working file." In this file, which I may say is open to all the staff, is recorded each man's work, this being done by the man himself; and it is possible to tell the amount of work done by each employé.

Thus it furnishes a fair gage of the capabilities of the staff, also attesting to their industry and application.

One of the reasons moving me to bring this very brief account of the organization, &c., before you is to point out that Mr. McGee has been compelled, as he states, through the necessities of the case, to assign three temporary clerks to second-class work, and as regards myself, he has set me first-class work to do.

The necessity for the introduction of the present system can be recognized by any person undertaking an enquiry into the methods obtaining formerly, but into the details of which I do not feel at liberty to enter.

An important point affecting temporary clerks was inadvertently passed over in the preparation of the statement presented to the Commission on the 22nd of December, and we beg to submit the following short supplementary statement:—

This point is that section 47 of the Civil Service Act directs the mode of selecting temporary clerks, as follows:—The temporary clerks may be selected "from the list of qualified candidates, for whom no vacancies have, up to that time, been found or

* * * any other person qualified for the service in question, but such other person shall not be continued in such temporary employment after a period in which" an examination is held, unless he passes such examination.

In section 30, it is among other things provided that no person shall be admitted to such examination when over 35 years of age.

The effect of these two sections is to prevent the continued employment of a number of extra clerks. It frequently proves injurious to the service and is an injustice to the individual. In the Privy Council Office especially it cannot be but harmful to the public interest. Employment in this office presupposes the possession of discretion, on account of the confidential nature of the work, and it is scarcely doubtful that a trained servant who is at the same time discreet, capable and efficient, although a little over thirty-five, must be more valuable than a raw, untrained youth of 18 or 20.

The deputy minister must be the best judge as to a man's capabilities for work, and it can safely be left to him to set the limit to such continued employment, and to determine when such temporary clerk's usefulness is gone.

117. What is the work you are doing?—I am principally engaged in the records, and am also engaged in the searches and such matter as that.

118. You mentioned something about very harsh treatment and that you are not paid when you are sick. Can you say that has not occurred by reason of the existence of abuses in regard to sick leave? Some times we find that in a large staff abuses of that kind become so numerous that something has to be done to stop them?—I can easily understand that. We say that there surely could be provided safeguards sufficient so as to prevent those abuses. Any employer of labour can do it.

119. Are you sure that safeguards have not been attempted and found ineffectual? Harsh treatment of that kind can only be explained by abuses?—Of course I am aware of the rules and the practice heretofore. But I can only repeat my statement that I believe, if the former rules were insufficient, it is possible to devise other rules.

120. How long have you been in the service?—Three years and a half.

121. Is it to your knowledge that abuses have taken place?—I know of no abuse of leave of absence at all.

122. By persons calling themselves sick?—Only by common report. It has come to my ears that there had been abuses only by common report, I know of none of my own knowledge. For a number of years I have been practising medicine myself just outside of the city and might thus have greater facilities for learning if this were the case. Certainly I know of no abuses on that score.

123. After all is it not a question of law? You are paid so much per diem are you not?—I am this year, but last year I was paid at the rate of \$1,100 per annum.

124. If the law recommends a per diem allowance and per diem work is not carried out, is it not within the duty of the Auditor General to stop the pay?—I look upon it this way: I receive a yearly salary of \$1,095 although paid at the rate of \$3 a day. Outside employers also look upon it in the same way, that paying a man two or three dollars a day regularly, really amounts to paying him a yearly salary. I think it can hardly be denied that this is a harsh system. Even private employers of labour do not think of stopping a man's pay if he is absent a day or so from sickness. Our position should be compared with book-keepers, clerks, &c., not day labourers, as there is a certain condition of continuance attached to it.

Again, the temporary clerks have not abused the privilege of sick leave, as far as my information goes, while they have alone suffered by its abolition.

I further believe the deputy ministers should be responsible for administering the law in this matter and not the Auditor General. He is responsible for most weighty matters, and in this small matter is better fitted by his knowledge of the circumstances bearing on each case to decide as to its disposition.

125. What is your pay?—\$3 a day. That includes Sundays.

126. All per diem allowances then include Sundays and statutory holidays. It is only on other days that deductions are made?—Yes. Of course the statement I have made only regards the temporary clerks in the Privy Council where we had only three holidays last year. We were deprived of our vacation and everything. Out of fifteen statutory holidays we worked in the Privy Council Office every day but three.

127. You say that you are a second-class clerk?—I am paid on that scale and I do first-class duty.

128. Now, is it to your knowledge that there are second-class clerks that do third-class duties in your department?—No, I do not think so; in fact, as I state there, it is possible to satisfy yourselves by that working file that they do not. So far as my impression goes they certainly do not. Further I know three second-class clerks doing work equal to first-class clerks' work.

Mr. J. L. McDougall, Auditor General, was examined.

129. Give the number and cost of permanent staff at Ottawa in 1882 and 1891 respectively; also number and cost of extra clerks or other officials:—

	1882		1891	
	No.	\$ cts.	No.	\$ cts.
Permanent employés.....	18	21,982 85	25	27,008 56
Extra clerks, &c.....	Equal to 2	1,003 00	4	3,467 17
		22,985 85		29,575 73

130. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—The head should hold his office during good behaviour. He should in Canada be chief examiner and should be familiar with French as well as English. Two principal co-examiners might be appointed by the Government. Although I do not make complaint against the present examiners, the co-examiners should, like the chief of the office, have no other office under Government. The chief examiner should have a right to dismiss the co-examiners as well as all assistant examiners.

131. Should all appointments be the result of competitive examinations? What, if any, appointments should be made without examination? Should there be any age limit in the case of all appointments, and state what, in your opinion, the maximum and minimum ages should be? No appointment in the inside service without competitive examinations, except those of deputy heads. In the outside only those which do not call for the full time of the employé, particularly country postmasterships. The great evils of the Civil Service are those which exist in private services, there it is true, to a minor degree. We have had for nine years what may be called the pass system—what, as shown by comparison with the previous absence of any system, has been a great improvement, excluding the absolutely incapable.

The great defect in that system is—what has been the serious drawback on this continent to any improvement in the Civil Service,—political patronage. The continuance of the notion that the management of the public business is the management of what belongs to the Government of the day and not to all the tax payers of the country—the continuance of the notion that whenever the thirteen men who are the chief servants of the people are replaced by thirteen other men—the new thirteen men get just as their predecessors had it, all the properties of the five million inhabitants of Canada. If, when we are told that the Government and the members of Parliament will never give up their patronage, we do not accept the broad statement but examine the question, we may make some progress towards a satisfactory settlement of the matter.

If it were possible to do away with patronage, would the endeavour to improve the service be attended with less difficulties? That is, does the intervention of (1) the supporter of the member, (2) of the member and (3) of the Government tend to assist in selecting men who are to be successful in performing public services, or is it a hindrance? No honest man who has had any experience in this intervention will deny that it is most hurtful. The pressure from the supporters of the member is the result of sentiment and sympathy if not of selfishness, and is strong in proportion as the object of the solicitation of the politicians is weak and unable to support himself by his exertions in fields where remuneration varies as intelligence, industry and character are high or low. The member has a selfish interest in advancing the cause championed by his supporters and the member of the Government wishes to please the man whose vote counts in keeping in power a ministry or in supplanting it.

Such an element then in the choice of public servants is a baneful one.

Let us see how far the continuance of this element has a tendency to maintain in power those who exercise the influence.

A member of Parliament for almost any electoral district of the Dominion has many applications for each vacancy which he is permitted to fill. All of the applicants for an office, except the person who obtains it know, that under the present system those who are not successful have been passed over by him whom they supported in favour of another person and they are almost sure to consider the latter less competent than themselves. At the best, several ardent supporters are rendered lukewarm ones if not opponents, and one supporter cannot be turned into two and may even be annoyed that he was not thought worthy of a better position.

If the prospects of the member's being returned are not improved, the chances of the Government who depend for their retention of power on the members, are not made better.

Experience in England has supported what theory teaches. Governments there have had on an average a longer life since the abolition of the patronage system than they had before.

I have not been in England and cannot speak with the authority of those who have been on the spot and have seen with their own eyes the workings of the English system, but from the independent testimony, given on this part of their machinery of Government as well as on other parts, which has come to my knowledge, it appears to me that while we might, with every security of making a great advance on our present methods, take the step which was taken in England in 1853, we might, with good ground for looking forward to still better results, accept the amendments and additions suggested by experience or recommended by their administrators or committees.

It must be a source of great pleasure to every man who is attached to our form of government to observe the broad-minded manner in which the public men of England threw from them all the attractions connected with the power to advance friends and dependents when they saw that the public interest demanded the personal sacrifice. It is a personal sacrifice although in my opinion not a political one.

It is true that in some cases our circumstances may be so different from theirs that it would not be wise to follow the English rules in every particular; but I do not know of any such circumstances.

I understand that the basis of the English system is competition—that is—not a minimum of marks and placing in the same position all above that—but placing the candidates in order of merit, giving the first vacancy to the highest man, the second place to the second and so on. With this safety valve, should this mode of selection give a place to a man whose practical abilities on trial in the department are shown to be less than might have been expected, he is passed over for the next in order—the latter to be passed over in the same way if necessary, and so on. It was rather pleasing, however, to see that in England of 115 who obtained the higher places, when they came to be tested under the competitive system, only nine proved insufficient from a want of practical ability.

I wish it to be understood that the teaching which I have received from experience is, not that the weakness of the service had been the result of the politics professed by the persons in the service, but that it is next to impossible for the best men of those who support the party in power to get positions while the indifferent men have friends innumerable who fight with all their strength for the appointment of the man who cannot earn his living outside and abuse for its incompetency the service which they have assisted in making incompetent. There are plenty of outsiders in both political parties who would make ideal civil servants. My own appointment was made by one side and every other person in the office received his appointment from the other side. Yet there has never been an instance in which I had reason to complain of one of my assistants' performance of his duties on account of any drawback arising from his political connections. Age limits, minimum 16, maximum 25.

132. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—It appears to me that they should be given under the competitive system the absolute control of every man in the department; and be held responsible for the employment of only the necessary assistance, and that every man under him does good work and a reasonable amount of it as compared with what outside employers claim from persons who discharge similar duties.

133. Should there be any 3rd class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than the 2nd and higher than the 3rd?—Messengers and those who do nothing but copying should be extra, and those who have responsible work to do should be taken in as 3rd class clerks. I see no particular objection to the present mode of classifying those who have responsible work.

134. In addition for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Under the competitive system, I would suppose that for the entrance examination there would be a general basis common to all departments, and that for each department there would be special subjects. The scheme might be worked out by having the entrance examination at the same period for all the departments, and by having a separate time for each subject, classifying the candidates in their order of merit as applicants for positions in each department. In this way one man might be tenth in the list for one department, third in another and first in another. By such a process the best men in the country of those willing to take places in the Civil Service would be made available for all the departments.

In the answer given above, it is contemplated that all the examinations should be conducted with the view to the wants of a particular department, and therefore the optional subjects would in general be included.

135. Are the recommendations for the increases of salary always made with due consideration, or are they in a very large measure perfunctory?—The recommendations for the annual increases are made without reference to the merits of the individual. If a man is an habitual drunkard or is otherwise a disgrace to his department, I presume that a recommendation for his increase would not be made, but I have had no experience in that way in recent years. I would suggest as a cure that the increase be not voted for the whole number of eligible persons, but that the appropriation be confined to two thirds or one half of the amount required, so that a choice would have to be made between the competent and incompetent.

136. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes, as a matter of convenience.

137. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—General preliminary examinations.

138. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against any official during the term of probation, and was another allowed, as provided in section 36, sub-section 2?—Appointments are made by the Governor in Council on the recommendation of the Minister of Finance with my approval, and have almost always been made after a term of service as an extra clerk during which the fitness of the person for his duties has been proven.

139. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Extra clerks but not permanent ones have been employed for technical qualifications without having passed the qualifying examination. They have been required to pass the qualifying examination when the service was continued up to the first examination subsequently held.

140. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted? Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—It is desirable to have promotion examinations as now held, except that they, as well as the examinations for entrance into the service, should be competitive. My experience is that the clerks who have been tried in the service, rank at the promotion examinations as they do in usefulness at their daily work.

The promotions are now made by me. The promoted clerk has often not changed his work, but only because I was obliged before he obtained promotion to call upon him for work of a higher character than that of his rank.

141. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see any object in making this estimate. The promotions are confined to the clerks of the department in which the promotions are to be made, and the clerks know of the promotion which is likely to be made. It would be inadvisable to refuse the privilege of examination to any one below the class to which promotion is to be made. All that seems to depend upon this feature of the law is the printing a few extra copies of the examination papers.

142. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head? Should not promotions be made by Orders in Council?—The promotion should be given to the person who obtains the highest number of marks,—efficiency and duty marks, as at present, forming a large part of the basis of calculation.

Sub heads 1 and 2, of section 43, do not apply to the Audit Office, as there is no parliamentary head of the department.

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

144. Did you ever, in respect of the efficiency marks, give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—No; but I should have done so if he, in my opinion, deserved it.

145. Should not exchanges of positions be made on the report of the deputy heads of the department concerned?—Yes. I feel keenly on this point as I have no voice in Council, and I have been deprived of a good man who was much required in the Audit Office because he was required in a department presided over by a Minister. The late Prime Minister to whom I complained—more with a view to prevent the recurrence of my cause of complaint than to retain the person whose case was then under consideration,—agreed entirely with me. You will see that under the existing law it was not necessary even to ask my opinion.

146. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—It may be so. I have had no experience in it.

147. Should the temporary or writer class be extended, or limited or abolished?—There is very little copying in the Audit Office and therefore no opportunity of utilizing the purely writer class. It would be a mistake to abolish it, as it is wasteful to employ at mere routine occupation those whose salaries increase with length of service.

148. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class? State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I think that such a class might be established if the competitive system were made to apply to higher positions so that service as such in the boy copyist class would not give any privilege in obtaining a higher position.

149. Under the present system in what manner do you ascertain the necessity of employment of extra clerk?—When there is work which cannot be overtaken by the permanent employes—and this generally takes place when the report to Parliament is being prepared. The best available persons who have passed the qualifying examinations or who are graduates of a university are employed.

150. Do you invariably select from the list of passed candidates; if not, are enquiries made, as to the fitness of persons who are on such lists?—Lately I had an opportunity of employing an experienced accountant for a short time who had not passed the Civil Service examination, but this is not the rule.

151. Have you any women clerks employed in your department. Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—There are three women in the Audit Office. They are equal to the average male clerk. There is no branch of the Audit Office in which they could be exclusively employed.

152. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave?—All permanent clerks should, I think, receive the leave of absence. Certainly the man who has serious responsibility requires more rest, but to make a sliding scale, dependent on length of service, responsibility, &c., would introduce a complication into the question which would not in its results be worth the trouble.

153. Should not leave of absence be compulsory?—It should be compulsory. As any man can do more work in six days than in seven, he can do more work in 48 or 49 weeks than in 52. Besides the quality and quantity of a man's work is tested during his absence if the work is kept up by another. Financial honesty in many cases is an element, and the want of it may frequently be tested during the absence.

154. Should there be a limit, and if so what, in the case of leave on account of sickness?—There should be a limit, but it is difficult to make a rule to apply to all classes. Much extra work and of course without extra pay is done in the Audit Office. If a man who has spent much time in official work after regular hours, becomes ill and perhaps as a consequence of his devotion to his duties, it is unreasonable to deprive

him of pay for the time of his illness. It seems to me that for persons who have no extra work to their credit there should not be allowed an average of more than one week a year through illness and on the proper medical certificate, but that there should be an account kept and that the employé might be permitted to have the amount restored in a subsequent year. This would include cases of absence through illness in the employé's family.

155. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—Business has suffered, because the full service of each member of the Audit Office staff is required to overtake our work. This was particularly the case when la grippe and typhoid were prevalent.

156. In your department have any abuses prevailed as to the granting of leave of absence?—There have been no abuses.

157. Should there be a system of fines for small offences?—Yes.

158. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—A man who resigns his position should not have a claim for restoration after the expiration of a lengthened period of time, and in no case without the recommendation of the deputy head, and then at his old salary.

159. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Except as previously explained he would come in if at all as a candidate for first appointment.

160. Do you strictly observe the law regarding attendance books? Do all your officers sign the book? How do you deal with those who are late in attendance?—I do observe the law. All the officers sign the book. I do not see that I have under the existing law the power of punishing those who are late in attendance.

161. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—There should be power to fine, and hence my answer above.

162. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act? Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties of your department, or of any branch or any officer of your department been varied?—No. Many changes have occurred owing (1) to new work in connection with the examination of expenditure having been developed; (2) the assigning to the Audit Office of the examination of the revenue of the Dominion and (3) to the very great care and labour involved in the preparation of the annual report for Parliament. It was impossible to perform the additional work without additional assistance. There has been a greater increase of work than of assistance, as the staff is much more capable than it was in 1881.

163. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—There are great differences in capacity and industry in the members of the Audit Office. Some men have more to do than they should be called upon to do, and a few do less; but with the full consciousness that the right of dismissal which I possess is a trust, and one which is to be exercised in the interests of the taxpayers of the country, there is no one on whom I now feel justified in exercising that right.

164. Are the number of persons employed in your department out of proportion to the increase of work?—The number is not out of proportion to the work.

165. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—Only one extra clerk has been employed for a lengthened period (5 years). Her salary has been increased once from \$400 to \$450. She is engaged in examining accounts, and is worth the remuneration which is given to her.

166. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable, and that would lead to irregularities?—Doing away with all extra pay and perquisites.

167. Have you any suggestions to make in connection with the imposition of checks, upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useful members?—Under the competitive system, both evils would, I think, be cured. The incompetent, when candidates, would not pass, and those who subsequently became idle would have no political claim. At present the incompetent official has always a strong hold of his position. He is more likely than a useful man to be a street corner political talker. If his useless talk is in favour of the Government, he is retained from sympathy;—if it is against the Government, he is retained through fear that the Opposition will maintain that he has been sacrificed to his political opinions.

168. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I do not think it is necessary that the officials should sign the attendance book when they are to leave the office.

169. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The office hours should be from 9.30 to 5, with an hour's intermission, from half-past twelve to half-past one, in all departments, for the clerks to do whatever they like with their time.

170. Have any abuses prevailed in your department as to the length of the working hours?—No abuses have prevailed with reference to the working day.

171. Is it desirable that the officials should leave the department for luncheon?—Yes.

172. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—Clerks do not all leave the same time for luncheon. An hour is given for the purpose.

173. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act, such service is only entered as would be counted for superannuation?—There is no difficulty about the length of service for superannuation.

174. In your department are the officials generally aware of the Treasury Board minute of 28th January, 1879, respecting the use of political influence: is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—The minute of 28th January does not apply to the Audit Office, as promotions rest with the Auditor General.

175. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—It is not desirable that a fixed daily allowance should be given for travelling expenses. Actual expenses should be paid and the deputy head should see that the style of living has not been extravagant for the mission.

176. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—Yes; the same allowance; but as explained above I am in favour of a different system.

177. In your opinion is a Superannuation Act necessary in the interest of the public service?—Only defensible in the interest of the State and, therefore, not at all on account of the individual. The Government system of superannuation should go no further than providing the means of getting easily rid of public servants when they have ceased to be able to perform their duties. Without such a system it would be difficult to obtain a recommendation from a superior that the employment of a man who had been his acquaintance and perhaps friend for years should cease to be employed, when the carrying out of such a recommendation might result in misery to his associate and

those dependent on him. There is, however, no reason why this assistance of the Government should go any further than the proper administration of public affairs requires.

What may happen to a man's family ought to be of as much interest to the State if the man has been only a taxpayer as if he had received full payment of his services to the State for years.

If, therefore, a public servant wants to make provision for his family after he is gone, as he should do, let him insure his life like other men, or make such other provisions year by year as they do.

178. If you deem superannuation necessary do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise?—It seems advisable to restrict the operation to those classes of officials who have duties of a permanent character, as it is difficult to get rid of them without a superannuation allowance. The country would suffer by retaining them in office after they had ceased to be efficient.

179. What change, if any, would you propose as regards the officials of your department?—No change.

180. Do you consider the ten years' term sufficient, or would you increase the number of years to be served before an annuity is granted?—If politics were eliminated from the service, as they would be under a competitive system of appointment and promotion, a Civil Servant would be recommended for superannuation when he ceased to be efficient, and he should not be retained beyond his power to serve the State whether he had served more or less than ten years.

181. Do you consider, as a rule, the age of sixty years to be a proper age for retirement? Would you deem it advisable to have all officials retired at a certain age, and what would be your views as to that age?—The power to be useful ceases with different men at different times, depending not only on the physical and mental peculiarities of each, but also on the occupation.

If a maximum limit of age were fixed, I should name sixty-five.

182. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated however he may have been appointed? If a term be added do you consider it advisable to regulate such addition by confining it to certain offices designated, and by requiring a certain length of service before such addition can be made?—If addition is to be made it should be determined at entrance into the service, and should go to certain offices of importance.

183. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient or do you consider that it would be desirable, in the interest of the Public Service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—It seems to me illogical that the Government should hold in their own hands the power to make charges on the superannuation fund and claim the right to make the fund self-sustaining by the contributions of the Civil Servants. However, those who are now in the service cannot object to paying the 2 per cent abatement as they entered the service knowing that to be the law. It does not appear to me that there is claim for the provisions of either (a) or (b).

184. Would it be desirable to have a system of insurance in connection with the superannuation?—It might be desirable in the interest of the Civil Servant but not in the interest of the State.

185. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—In cases of resignation the superannuation allowance should not be given and the abatement should not be restored.

In cases of dismissal superannuation allowance for the length of service should be given and the dismissed Civil Servant should receive from the Courts the punishment which his wrong-doing merits.

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

187. Do you deem it advisable to allow any extra term of service to any officials removed to promote efficiency or economy, or for any reason at all?—Yes, to promote efficiency and economy, but not otherwise except as above.

188. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—I do not consider it advisable to retain the power.

189. You know that there is great dissatisfaction about the medical certificates of illnesses of civil servants. Have you an idea that the employé should be allowed to consult any authorized medical practitioner?—That is my opinion with the safeguard, that the deputy should be responsible for ascertaining by enquiry or otherwise that the illness is serious. He can always determine by talking to others in the office and by his knowledge of the person, whether the man is really ill. There are no doubt medical men who would give certificates without sufficient care. At the same time you naturally hear something of such a person. Then there is not one doctor out of twenty who would give a certificate without proper reasons.

190. Suppose you get a certificate from a doctor when you believe that the illness is brought on by the employé's bad conduct?—I would go to the doctor and tell him my suspicions and ask him whether he was certain that I was wrong. I went to a doctor who gave a certificate of this kind to a man who was ill through drink. The doctor quite frankly admitted that liquor was the cause of the temporary illness and said that in the future he would give no certificate under like circumstances. If it were generally understood that such a cause was not sufficient to give a certificate, he would not have given it. I do not approve of having only one man authorized to give certificates. Take a man with a prolonged illness. If a doctor gives a certificate that is worth anything he must have seen the patient at the beginning, and have seen him all through his illness, otherwise he would have to depend upon the doctor who is the person's regular physician. Under any circumstances it is the duty of the deputy to make the enquiry for himself.

191. Is there any one in your department who is shirking work?—Although as I say some men are not the most industrious, there is no man who is not respectable and goes to the office every day and stays there during the day. But in the 25 men there are some who are more industrious and capable than others.

192. Have you rejected men during their terms of probation?—When a Minister asks me if I require assistance, if assistance is required I give the person who is sent to me temporary employment and keep him long enough in that position to determine whether he is suitable for a permanent position. It is my duty not to take him as a permanent clerk when I might have to dismiss him within six months and thus injure his future.

193. As far as your department is concerned, judged by standards that would be applied in businesses outside, every one is fairly earning his salary?—Yes, those 25 men, if I am not too partial to them do as much work and of as good a quality as 25 men in outside employment earning like salaries do.

194. What have you to say with regard to the efficiency of women clerks?—There may be this difference between women and men, that for permanent occupation women are more likely to be a little indifferent than men, although I have no complaint with those who are in my office.

195. Are you aware that in Washington men cannot go out without a pass?—Yes.

196. Would it be desirable to have a pass or some authority to go out during the day time?—I think it would. The only fear I had in thinking over this matter is about wasting time. Then we must not treat civil servants as slaves. If you can establish a general system without making it too irksome, it might be well.

197. In Washington no man can go out unless he is called out on business?—I believe that is the rule in Washington. It appears to me that wherever it is possible

it would be well to have one hour, say from half-past twelve to half-past one, when no business would be done with outsiders: then every man who comes to Ottawa on public business would know that there was one hour in which he could not have departmental business transacted. Then if a man called at a department in business hours the deputy head of the department would know that all his staff should be in attendance. If a clerk who was needed were not there and had not asked for leave it would be a cause of complaint. The clerk would know that he would be in the defaulters' book should he be called. The system should be made as pleasant as possible to clerks. Having one fixed hour for luncheon in the whole service would have that effect. Under the present system, one half the clerks going out for luncheon and the other half remaining until the former return, it is difficult for the deputy head of the department to remember the hour which a particular man has assigned to him. Then a man may not confine himself to the hour. He goes out at twelve, for instance, the chances are that for the first week he comes in at one o'clock. Gradually without the deputy head knowing it the clerk runs the hour up to a half an hour more out of the short working hours. You do not know what he is doing.

198. Would there be less or more time lost if every man had only a fixed hour to go out?—I must say after thinking it over—during the session is our busiest time—that it would be an absolute convenience for the men who are ordinarily doing business with us if they knew there was an hour during which no business was done and that as a consequence the public could obtain at all other times full information by the presence of the clerks.

With regard to the daily allowance for travelling expenses, I think the Government ought to have the right to decide upon the style of living of the official who is travelling. For instance, the Government have occasion to send a man upon an important mission where it may be advisable to spend \$20 a day. It certainly should be left to the Government what style of expenditure he is allowed. On the other hand no official should be permitted to add to his salary by this means, and should therefore be called upon to show that the money allowed him for travelling expenses was all disbursed and in the public interest.

Respecting the Superannuation Act, I am basing what I have said in my statement on a good system of selection. I have mentioned that there is only one thing that justifies superannuation, that you cannot really get rid of a man without this. Of course the civil servant in my view has no claim to superannuation except by agreement. If there is an agreement with reference to those men who are in the service and you have retained money from them, you are bound to keep the agreement. Every temptation to get men to enter into the service is an advantage to the state. Having a superannuation system is a reason why men that are capable come in and remain.

199. Is it advisable to extend the ten-year limit to fifteen years, *e.g.*, giving these men paying fifteen years abatement, fifteen months' salary, and those paying ten years ten months' salary?—You ought to have an arrangement. It is proper that the civil servant should have power over the arrangement as well as the Government.

200. Is this contribution to the superannuation compulsory, that is to say, if an employee elects can he say I do not want it? Do you think that it is right that it should be forced upon him?—Yes, I do; because as you will see, the Government could not get rid of him unless there were some system of superannuation, therefore the Government have a right to take abatement. But once they have done that it seems to me pretty hard that it should be left with the Government to determine whether a man should lose his whole superannuation because there is a cry against him, or even because he has done what every one admits to have been a serious wrong. The Government should have the right to dismiss the man and to pursue him in the courts and get him punished. But he should have an absolute right to his superannuation.

201. Why do you publish the addresses of the superannuated officials in your book?—I forget what the object was.

202. Does it run in your mind that no superannuated officials should live out of the country?—No, when a man is superannuated he ought to be permitted to go where he likes.

203. There have been criticisms in the House about people going out of the country and drawing their superannuation allowances?—Now I recollect. It was that discussion which caused the Audit Office to begin publishing their addresses. At the time it appeared to be my duty to give the information. But as to my own opinion it is now what it always was, that superannuated civil servants ought to have the greatest latitude. While a man works he is to be here, but he should be allowed to go where he likes after he has earned this money.

204. In round numbers about \$250,000 are paid per annum out of this fund and we only get about \$60,000 back. It has been said that this represents interest on seven or eight million dollars. But after all it would not take that perpetual capital to pay that superannuation, it is only the expectancy of life that should be taken?—But there will always be new men coming in to take the same place.

205. But in a system such as you propose, a system of selection, the tendency would be to decrease?—Yes, that was my idea, putting the entrance limit at twenty-five. You can get as good men by confining them to twenty-five. The present limit is thirty-five, I would reduce it to twenty-five. I think that was in the Civil Service report of 1881, and that report was not in this respect alone, but in every respect a most valuable one, although the Act of 1882 was very different from the report in many particulars.

206. Is your office divided into branches?—No, the Audit Office is a small one. We have no outside expenditure and no purchases. We do not make contracts.

207. Of course in auditing expenditures you have knowledge of stores and all relating thereto?—Yes.

208. Do you make any suggestions with a view to possible amendments to the Audit Act?—No, I was going to make some suggestions but I thought it would be well for me to know from the Commission in what direction changes would be desired.

209. We would like to have your views as to any amendments that would better the service in regard to checking the receipts and expenditures of public money.

WEDNESDAY, 23rd December, 1891.

Mr. J. J. McGEE, Clerk of the Privy Council, appeared and said:

In reference to the question put to me yesterday as to technical officers, I desire to add that several men have obtained entrance into the service as such who are now doing ordinary clerical work. They came in as barristers or otherwise and are now doing clerical work. I also desire to say that there are some important matters to my mind which have not been touched in my examination, notably certificates for the pay of extra clerks, the present law relating to the employment of extra clerks, &c., the employment and classification of technical officers, &c., the confidential character of the Privy Council Office and the record of the Privy Council Office and other matters.

[M. McGee is to be recalled to give further evidence.]

Mr. J. L. McDOUGALL'S, Auditor General, examination was continued:

210. You were a member of the House of Commons before you became Auditor General?—Yes.

211. During the Parliament of 1874-78 a parliamentary committee investigated the Civil Service?—Yes.

212. You were a member of that committee?—Yes.

213. And you then arrived at the conclusion that open competitive examination was the proper thing?—Yes.

214. So, in addition to your actual observation as Auditor General, you had from evidence, observation and reading, arrived at that conclusion beforehand?—Yes; I was also a supporter of the Government.

215. In that case you would be taking away your own patronage?—Yes; but I came to the same conclusion as I have stated here, that the present system was politically injurious.

216. Though it might be personally advantageous?—That it was an injury to the party, though of course it might be pleasant for a member to be able to obtain positions for some of his supporters.

217. Is it not a fact under the pass system that in many cases persons fail to pass the examination at first and go up repeatedly until they do pass?—Yes; I know of people who have gone up several times.

218. How were they kept on as temporary clerks in the interval between the examinations?—Since the change in the law, I have always objected to persons being kept on in the interval, if they were kept on. You now refer to persons actually in the service as temporary clerks?

219. Yes.—I should not say there are many of that kind, but I know there are some. I objected to any of these who came under the Civil Service Act being kept on, without a certificate from a medical practitioner that at the time they were unable to go up for the examination.

220. Does the law provide that no one shall be continued as a temporary clerk beyond the first examination?—Yes.

221. Has it not happened that a man has been kept on until an examination in one department and has then gone to another department and been kept on there?—I wrote for advice to Mr. Robinson at one time with reference to this very point. Of course it is manifest that a person who becomes an extra clerk is not debarred forever of privileges he might have belonging to that position, and, if he should leave the service for a year or two, one could very well say that he should not come in as an extra clerk and have all the privileges of that position. The question was, how long should he be out before he would be entitled to come in again. If I recollect rightly, Mr. Robinson said it was rather a doubtful point, and I came to the conclusion that if the person was away a month he might be considered entitled to come in again.

222. You have adopted the rule that a man must be out a month before he comes in in another department?—Yes.

223. Then a man might be employed for fourteen years as a temporary clerk without examination if he would lose a month a year?—Yes.

223½. Then there would be a limit of age in any case, when he could not be appointed?—Yes, of course.

224. From twenty to thirty-five would be fifteen years to go through fifteen departments?—Yes.

225. Do all temporary clerks come under the Civil Service Act, and has any trouble arisen respecting the clause dealing with technical qualifications?—Until recently those men who were not paid out of Civil Service contingencies I did not consider came under the Civil Service Act, but now they are all under the Civil Service Act. They were not subject to the restrictions of which we have been speaking until recently. My view is that there should be no such thing as special qualifications or taking a man in at all before he has passed the examination under the Act. There is no necessity for it. A statement has to be made out that there is no one on the list of passed candidates who can do the work, and there are all kinds of evasions of the Act.

226. There are extra clerks who come under the Civil Service Act, for whom requisitions are necessary?—Yes.

227. Then there are extra clerks outside, such as those in the Department of Agriculture, charged to the census and so on, who do not come under that?—Yes.

228. They can be nominated by the Minister of the department?—Yes; under the Census Act.

229. Likewise those on criminal statistics and other matters for which there are outside votes?—No; I think only on the census.

230. Taking the Agriculture (apart from the clerks paid from the census) as a test department, and it is the same thing in Railways and Public Works, how are these extra clerks appointed?—They were not considered to come under the Civil Service Act, but, under the recent decision by the Treasury Board in the Low case, it was decided that they all come under the provisions of the Civil Service Act though they may be paid out of outside votes. Some departments have been paying them irregularly, but I have called attention to the fact that now they are subject to the Civil Service Act.

231. Then all extra clerks should, after the first month, be paid by Order in Council and on recommendation of the deputy head?—Yes; and should come under the 47th section of the Civil Service Act, that they have passed the examination, unless they are exempt under the clause relating to special qualifications.

232. In some departments—Public Works for instance—is it not the habit to charge the salaries of these extra clerks to many works?—Yes; works with which they have no connection at all.

233. Do you think it would be better to take special votes for their services?—I am quite sure it would.

234. A man might be charged for twelve different works in a year?—Yes; and might have nothing to do with any of them.

235. Do you mean to say that men's salaries are charged to works with which they have no connection and in regard to which they render no services?—Yes; that has been the case ever since Confederation, but I think it is a great mistake.

236. You think special votes should be taken?—I think, if they are extra clerks, they should be charged to Civil Service contingencies, and if they are permanent clerks they should be charged to the vote for the regular staff.

237. But in no case should they be paid as they are now?—No.

238. Is it not very demoralizing to the employees themselves to pursue this system, as indicating that they need not tell the truth?—Yes; it is.

239. Does this amount to any great proportion?—Yes; I think there are eighty extra clerks in the Public Works Department alone, amounting to about \$97,000.

240. Their names do not appear among civil servants?—No; in my report I put them all in in alphabetical order, but in the appropriation they are not charged to Civil Government. In the report which we make, we dig them out in order to show the exact expenditure for that service.

241. Yesterday you gave your opinion that messengers and routine should be extras?—Yes.

242. What do you mean by extras?—Instead of becoming men with a claim for continuous employment and with gradual statutory increases.

243. They should be men employed at salaries without statutory increases and with no claim for superannuation?—Yes.

244. And liable to instant dismissal?—Yes. Now, you must give cause for dismissing a man if there is still work for him. I mean that all messengers should be extra. Of course a messenger is as necessary a part of the department as a clerk.

245. You mean that they should not be members of the permanent staff?—Yes.

246. That they should be paid a per diem allowance?—Yes.

247. And that they should not be entitled to superannuation?—Yes.

248. Do you know much about the English Civil Service?—No, I have only read the general provisions.

249. In looking over the Civil Service Annual, it appears that letter carriers there are paid by the day. Is not the tendency in Canada to make every class permanent?—Yes, it is from the political connection, I think, that it arises.

250. If these messengers and routine clerks were paid a per diem allowance, and were not permanent in the sense of receiving permanent salaries, would it not add to the danger of political patronage?—If they were not subject to some test.

251. Did you suggest any thing?—No, except that, so far as the temporary clerks were concerned, I thought they should be subject to examination in the same way as men who went up for permanent employment except that it might be a lower grade examination. I thought they would be taken in order of merit also, but that so high a standard would not be exacted.

252. In fact, you would have the equivalent of the writer class in England?—Yes, for the temporary class.

253. Is any examination necessary for a messenger?—Yes, I think it is necessary. There is the greatest difference in the usefulness of a messenger if he is able to read and write apart from the general intelligence it gives him. I would exact as much information as possible without depriving us of the services of the men we require.

254. It would be necessary to have great safeguards in order to prevent abuse through political patronage in regard to routine clerks and messengers?—Yes, unless they have to pass the examination, and of course there would be a special appropriation for them.

255. You would apply the competitive system or the merit system to the temporary employees as well as the permanent employees?—Yes.

256. And in that way you would avoid the political influences?—Yes; and I would do away with special qualifications.

257. Supposing you had a promotion in your office, do you think it is best to confine the candidate for the vacant place to the office staff or would you throw it open to the entire service? I would be inclined to confine it to the office staff as far as the Audit Office is concerned, not that I would not want to get the good man no matter where he came from. An outsider would not have a chance in the Audit Office.

258. You would not make it general?—I do not see how you could give the outsider efficiency marks. Although I am in favour of the competitive examination, yet the basis for promotion must be mainly the way in which the man discharges his duties in the office.

259. Is it not a great complaint in the public service that, while in some departments the promotion is more or less rapid, in other departments such as the Post Office there is practically no promotion at all?—I suppose it is a complaint.

260. That in fact it is just a matter of chance as to a man's success in life what department he is appointed to in the beginning?—Yes, of course in the Post Office Department there is so much routine work compared with what there is in the Audit Office.

261. You have got men from the Post Office Department. Could you suggest any plan by which a good man could be lifted out of the rut in any department? It being presumed that it does not add to the efficiency of the service if a man is utterly hopeless, if he has lost all hope and becomes a dead machine?—Yes, of course, that is killing on the service, but how to give the hope I do not know. I would be inclined to think that in the Post Office Department the bulk of the work ought to be done by the writer class.

262. How many third-class clerks have they there?—I think about 120.

263. They commence at \$400 or \$500?—\$400.

264. And they go on to \$1,000?—Yes.

265. Having the same work to do?—Yes.

266. If they came in with a full understanding that they would only be writers, that would do away with a great deal of the dissatisfaction that exists?—Yes.

267. Any individual in the conduct of his business would do that?—Yes.

268. Practically with the writer class and a smaller fixed permanent class, there would not be the same amount of promotion, and men would understand the position they would be in?—Yes. Of course, in any of these departments men of ability are required, but I mean in regard to the bulk of the work.

269. Your office is necessarily brought into contact with all the book-keeping in the public service—you audit all the payments of all kinds now?—Yes.

270. You have begun in the last few years to audit the receipts?—Yes.

271. Necessarily that would involve through your examiners a knowledge of the book-keeping in the other departments?—To some extent, I have looked upon the system of book-keeping as belonging more to the Treasury Board than to the Audit Office. Until the last three or four years our audit was connected with the expenditure altogether. We did not make any examination of the books of the different departments. Of course, they started with the money they received through the Audit Office and the Finance Department and they had to account for that money properly. Then, with reference to the revenue, we are endeavouring to develop that day by day.

272. Your examiners would have to compare your books with theirs?—Yes.

273. Are the returns promptly sent in to the Audit Office?—Oh, yes, generally.

274. If they are sent in promptly, it involves the fact that the books in the several departments are written up to date?—Yes. Sometimes they are a little longer in one department than in another.

275. Generally speaking, the books answer their purpose in a way?—Yes.

276. They might be improved upon in some department?—Yes.

277. And in some they are obsolete and might be simplified?—Yes; generally, when the book-keeping has been a little behind, instead of suggesting a change of the books a change of the book-keeper is what I have suggested. They have not always adopted the suggestion, but when a man does not keep up his books and has not a good system it is usually, I think, because he is not able, and I have generally suggested that they should change the person.

278. You may recollect that when the Audit Act was drawn up, a clause was put in which was adopted from the English Act, that a plan of account books and accounts to exhibit in convenient form the receipts and payments, should be designed under the superintendence of the Treasury Board?—Yes.

279. Do you think it advisable that the Treasury Board should devise a proper system?—Yes.

280. It has not done anything of that kind?—No.

281. You countersign all debentures issued by the Government?—Yes.

282. Your officers see to the destruction of everything in connection with the public debt—notes and coupons and bonds and everything else?—Yes.

283. They are examined by your officers before they are burned?—Yes. We make a test audit in reference to the coupons. We get a certificate that the examination is made by the Finance Department, and our people, instead of going over the whole again, pick out one bundle here and one bundle there not in a regular way but about a tenth of the whole to test the accuracy of the counting.

284. You do not go over the whole?—No, because they have been gone over. We send a careful person who picks out these bundles.

285. You also, under Minute of the Treasury Board, have the power of auditing the currency work?—Yes.

286. And you occasionally without notice send one of your staff to verify the currency in the Finance Department vaults?—Yes. Of course the entries all go through our office as the bills (1) come from the printer and engraver, (2) as they are signed, and (3) as they go to the Assistant Receiver General, and that indicates the notes on hand in all shapes signed and unsigned. We send a person without notice to the Comptroller's Office and he does not go at regular times, to see that all the notes indicated by our books are there.

287. And you get duplicate returns from the Assistant Receivers General?—Yes.

288. Your bankers now account to you for the unpaid coupons?—Yes.

289. At one time, the whole amount of the debt was charged to the Government and if any of the coupons were lost or destroyed it would inure to the advantage of the bankers?—Yes.

290. Now the bankers account for all unpaid coupons?—Yes.

291. So that in case of non-presentation for some reason or other the advantage would inure to the Government as it should, instead of to the bankers?—V^o now repay the banks all the moneys for which we draw, but if the money has not all been drawn

within twelve months after the close of the financial year, we call upon them to refund the balance to our credit, and if the cheques come in subsequently as they sometimes do, we pay them out of other moneys, but any advantage there is in that way we get.

292. There would be no chance of any currency being taken out of the vaults without the risk of detection through your audit?—No, it might be done but it would be detected.

293. In England the whole system of audit is after payment?—Yes, I believe that the audit is better after payment than before, because there is a tendency even with the most unpleasant man to accommodate people when they come with an application for money and he passes the application through, but if he has his full time to examine after payment, he can make his objections.

294. All the payments are not made on one signature?—Almost all cheques are signed by two. There are one or two instances of only one signature, for example, the paymaster on the canals. It is not signed by another man because if we had not the credit we would be obliged to give him the cash, and the credit with one signature to the cheque is better than the cash.

295. Do you give the paymasters of canals a certain amount to pay a pay-list in cash or by cheque?—They get a credit from here on the Bank of Montreal and they draw their money as they require it. They are expected only to draw the money as they need it, and to draw the broken sum required for a particular canal.

296. Have you not occasionally found that some spending departments have used the credits instead of the direct payments in order to avoid anticipated criticism on your part?—Yes, it is not a common thing, but it has been done. Of course I speak as strongly as I can about it when it does occur. It would be a very bad system to have it left to the option of the departments whether they should draw against the credits or make direct application, and they should choose all the accounts that were likely to be troublesome in the Audit Office and pay them through the credit.

297. You think whatever system is adopted should be followed in all cases?—Yes.

298. But you think on the whole the post-audit system is the best?—Yes.

299. But if the pre-audit system were adopted, there should be no exceptions?—No exceptions.

300. It has not gone into abuse, has it?—Not into general abuse. But it would be well to have no abuse if you could. Still, one cannot say that the system has been abused.

301. Practically all payments in the public service are certified to by some officer or other?—Yes.

302. In payment of salaries and clerical assistance there is no trouble, but for goods and stores and so on you get a certificate that the prices charged are fair and just?—Yes.

303. As a matter of law that certificate is enough for your purpose?—Yes; it is under the 33rd section of the Audit Act. I have had this difficulty. I have contended that some person should state that the goods had been delivered, that another or perhaps the same person should say the prices are fair and just and that there should be the departmental deputy head to approve the accounts. I have always contended—and I have some difficulty yet with the departments in regard to it—that one certificate of the deputy head is not sufficient, that the man who can state of his own knowledge everything he certifies is the only man whose certificate should be obtained, and that the certificate should show a history of the transaction so that, if it came up in court there should be an indication from the paper itself of the person who could be called to give evidence. The person who receives the goods, no matter who he is, no matter if he is a labourer should be the man to certify that the goods have been received; the man who approves the prices should be the one to say that the prices are fair and just, and that the deputy head should certify that these persons were appointed for the purpose of (1) taking, delivering and (2) certifying that the prices are fair and just. I do not know if that is covered by the words of the Act, but I think that that is the proper course. The department say, You are suspicious of us and are taking our power away; why should you care about the inferior men? We tell you this is so. I

answer that, if this were brought up before the Public Accounts Committee or anywhere else, the superior officer could only say, if the old practice were followed, that he had the information on the statement of some other person which is, of course, very unsatisfactory.

304. Suppose the case of a chief engineer with a number of resident engineers who make progress estimates and final estimates to him, but he is the responsible officer to see that the certificate given on these progress estimates is correct—you would not ask for the progress estimates?—Yes, we get the progress estimates. We never pay anything without a progress estimate. The man does not go on without payment to the end of his contract. He is paid from time to time on progress estimates.

305. You would not pay on the chief engineer's certificate?—No. We ask how much do you claim. This progress estimate is your evidence. We will not take that alone. We do not know that the man is competent or how the engineer has given him instructions, so we require the engineer's certificate that this is the man who knows the work. If the chief engineer says that he knows the work himself, we would pay on his certificate by all means, but if he says that he does not know of his own knowledge, we must have the certificate of the engineer who did the work as well as the certificate of the superior to indicate that the work was done under his direction.

306. But you would have no machinery in your office by which to test the progress estimates as the chief engineer would?—Of course, we would not say. Your engineer does not understand his business. We do not say, your plan is incorrect, but we only want the certificate of the man who knows the work was done.

307. You only see that the chief engineer has the correct estimates and that they are correctly moneyed out?—Yes.

308. But as to the knowledge of the chief engineer that there was the quantity of the work there, you would have no tests for that?—No.

309. He would have tests because he would have preliminary surveys and if there were any direct discrepancy between that and the quantities, he would be able to test it but you would not?—No. We say, We cannot pass this without your certificate but we want this man's certificate because there is nothing to indicate that any one did anything before this. It can do you no harm, this gives us a history of the transaction.

310. Every year there are orders by tenders or otherwise for large amounts of coal to heat these buildings. Suppose half a dozen loads go a person employed by the Government, is there any check of that?—Yes. The Government would give weigh tickets. The Government employees weigh the coal at the Government scales. We call upon them for a statement of every load that is weighed and for the particular paper on which this was marked by the person who weighed it. I do not know that we could go any further.

311. You do not follow the delivery after that?—Yes, this is done always with two men. The man draws the coal and it is weighed, and then the tickets are taken up where delivery is made of the coal into the yard. Payment is made on the tickets thus received at the yard.

312. Some one gives the dealer a receipt?—Yes, as to the weight. That paper is taken by him to the place where it is delivered, and initialled by the person who receives it.

313. Are the weights on the premises?—Yes: they are the Government weights. These loads go to the Supreme Court and the Geological Survey, as well as to these buildings: but there is some one who receives the coal as well as the person who weighs it. All the weigh-bills come to us.

314. You can require the dealer to give you a bill initialled by the person who receives the coal?—Yes. That goes back to the Public Works. They buy all the coal, and then we say, we want the statement, with the weighmaster's checks.

315. Your office is one of verification. You may suggest that you think the price is too high?—Yes. Of course, under the 56th section, I have power to make an examination under oath.

316. It may happen that an account is paid twice?—Yes.

317. At a long interval, perhaps a year's interval, an account may come and escape notice and be paid again?—We have detected some. We cannot always tell those that have been passed by us, but it should not be frequent with us. If it were done accidentally by the department, it would likely be in the same twelve months. Most of those would be done accidentally; I mean so far as the officials of the department are concerned, not by the outsider. If it is done by the department, it is because the official has forgotten—at least I think so usually—because it would indicate a collusion otherwise, and the chances of being rapt over the knuckles for what would be neglect, if not worse. In making out this report, we have all the vouchers connected with any sub-head of this account for the twelve months. That is our system, and the clerk, before he commences to make out the account, has his twelve months' vouchers before him, sorted by name. They are all placed side by side, so that, if the same account occurred the second time it would not escape immediate detection. In fact, we often write to a department and say, Here are two accounts that look like the same; are they the same? This is a matter of very frequent occurrence. Often they write back to say that, though they look the same, they are not really so, and make satisfactory explanations. When they are actually duplicate payments, refunds are demanded. If the accounts belonged to a time before the financial year under examination, duplicate payments can scarcely occur except in collusion with the departmental official who examined the account, as old accounts would naturally cause remark and close examination.

318. That is not meant. What is meant is dishonesty on the part of the man who presents the account and negligence on the part of your employees?—The report of the Auditor General gives every man in the country the opportunity of examining for himself. Any man who knows the business of another man, whether he is in Parliament or not, will probably write to some one and say, This man has been paid twice; so, taken altogether, I think the safeguards are pretty good.

319. Coming back to the "fair and just" business, is it not a fact that we often pay for wholesale purchases the same price as the retail?—That is the great weakness of public business where there are no contracts.

320. That would also be the danger where the contract system is defeated by combinations?—Yes.

321. Even with the contract system we pay the retail price?—Yes, where it is defeated by combinations. Only the system of contract under tender ought to prevail wherever it is possible. Of course, with the liberty which the department should have, that, if there is a combination, they should be able to reject the lowest tender and go outside of the tenders.

322. It is stated that in England now, in large public works—the English Government went to a large contractor and arranged that the works should be constructed, giving the contractor 15 per cent on the outlay. Did you ever hear of that kind of thing?—I know that our Government, for some small works, do the same.

323. Would that be better than the contract system as we have it now?—My opinion is that the tender system, take it all in all, is the best.

324. And the lowest tender should be accepted?—Of course, an easy way to avoid blame is to accept the lowest tender, but an inconsiderate man might tender too low, and then you would have to take the work off his hands.

325. You would have to exercise good judgment?—Yes; the only thing to intervene prejudicially is this political influence, but, with the men's names given, they are before the public, and, if a wrong is done in one case, in ten cases it is done rightly, I think. Then, the contractor should never be given anything but what he agrees in the first instance to take. There should never be any change, if possible. There was a time when all the contracts on the canal were reviewed by an arbitrator, and that was very hurtful to the public interest.

326. There is an appeal from your decisions to the Treasury Board?—Yes.

327. Are there not a less number of appeals yearly than there were before?—I think there were, but not the last year.

328. But generally?—I think so, taking the whole time.
329. There are not many a year, are there?—There have been a good many lately.
330. Do you find the yearly accounts coming pretty promptly now?—Yes, generally.
331. What is the date at which they must all be rendered?—The last accounts, under our present system, by the 31st October. I think it is a pity they should be so long a time, but it is under the law. There is a provision in the law that the accounts which have accrued during the financial year up to the 30th June may be paid, if any appropriation belonging to that year remains, up to 30th September. That practically makes a tremendous rush in the Audit Office from that time to the next session in order to get out the report, whereas, if, with the means of communication we have now, the C.P.R., the Grand Trunk line, and other tapping lines, they had a month after the 30th June to pay these accounts, it would be sufficient.
332. Practically, you cannot begin your work of preparing your report till the 1st November?—No.
333. But, as a rule, these accounts come in before the 31st October?—Yes, most of them. It takes a month, from the 30th September to the 31st October to make transfers.
334. You cannot send your work to the printer until the last account is in?—It takes a considerable time to make up the report after the last account is in. There is very little of our printing for last year's accounts done now.
335. The law is not enacted for the convenience of your report?—No.
336. But for the convenience of the country?—Certainly.
337. You think the time might be shortened to two months?—Yes, or even to one. There is no reason why they cannot pay the public creditor because they could pay him out of the amount voted for the next year.
338. Would it be better to carry the lapsed balances on?—No, we did that before, but we found out that it mixed up the two years' appropriations to a great extent.
339. It is better to allow the balances to lapse?—Yes, and then they have only to re-vote them.
340. If they knew in January of this year, they could vote enough to pay the accounts?—Yes.
341. But if they did not know that, it might be inconvenient to keep the whole account standing for another six months?—Yes. It would not be proper to keep the public creditor out of his money for that time. But generally it will take five or six years to complete any work, and there might always be a small margin of appropriation. Of course public works are a large proportion of the expenditure, but they are not everything. Suppose money is due to a man for provisions to the Mounted Police, if the money is not paid in one financial year, it is paid in the next.
342. The Treasury Board may alter the period for accounting whenever it would facilitate the publication of the public accounts or estimates?—I do not think it would be supposed to apply to that provision. The Government might say fairly, We will not avail ourselves of that for this purpose; but I thought that provision meant that instead of sending in their accounts monthly, they might send them in bi-monthly, or something of that sort.
343. But the shortening of the time might be reached under that clause?—If the Government said that should be done, they could do it without an act of Parliament, but they could go back to it as long as the act of Parliament was there. It would be far better to change the law if the Government thought it proper to make such an amendment.
344. Have you begun the audit of stores yet?—No. There are stores in very many departments of which I get accounts, but the Public Works Department wrote to me to say that the Department of Justice was of opinion that I had not a right to claim the examination of the stores. I see the stores on the Intercolonial, which are by far the largest stores, and the Marine Department, send me a statement of their stores.
345. The stationery stores account is sent?—Yes. The Public Works object to sending a statement of their stores on the ground that the Minister of Justice took the

view I have just mentioned. I have written to them, though not very recently, asking for a statement of their stores. It is somewhat a difficult task to make a statement of their stores. There are stores at Rideau Hall and about these buildings which belong to the Public Works Department.

346. Government stores are peculiarly liable to be stolen?—Yes.

347. What kind of control is there over the army of people said to be employed about the public buildings, such as labouring men and charwomen and so on?—They are under foremen, and it depends on them. There are a great many more than are necessary to do the work.

348. Of late a good deal of change has been made in that way?—A. Yes. I remember when I came here I noticed there was an Order in Council limiting the number of charwomen, and the number was then reduced to what was required by the Order in Council. So far as the grounds are concerned that work is given out by contract. The man who was foreman before is now the contractor. The work now done by day's labour is confined, I think, pretty much to keeping the buildings in repair, that is anything there might be which requires to be kept in order.

349. Coming back to the stores, do you say that the matter is now before the Department of Justice?—I did not consult the Department of Justice about it, but the Public Works Department wrote to me and said the Department of Justice had given an opinion that I was not entitled to demand the accounts. If it were considered advisable that the Audit Office should do the work, the Audit Act might be made to read clearly.

350. It is only recently that you took up the question of the audit of stores in the Public Works Department?—I suppose it is a year since I had any communication with them.

351. Have you taken any steps to audit the stores of the Intercolonial Railway?—When Mr. Tims was engaged in the examination of the Intercolonial Accounts, he went through their books and made a test audit. That was done once since by an Audit Office clerk, and I intended to send a man down this year, but the session was so late and we had so short a time to prepare our report, that we had to put it off.

352. In the event of unforeseen public money being required, a Governor General's warrant is necessary?—Yes.

353. There has been a great deal of talk about those warrants?—Yes.

354. Are there less warrants now than before?—Since the last session there have been very few Governor General's warrants.

355. That is growing less and less?—Since last session.

356. Whether it is freely used or not depends upon whether the Act is given a liberal or a close construction?—Yes. There is one reason why in this country they have occasion to use Governor General's warrants more than in England, and that is because in England they have more loose money, as I may call it, compared with their needs than we have in Canada. They have the treasury chest fund and the civil contingencies fund, two funds that they call upon in case of necessity, apart from the statutory provisions and appropriations. I find that, compared with their gross expenditure of £80,000,000 our expenditure would justify an amount of \$250,000 or \$300,000 on this head, and we have only \$25,000 voted for unforeseen expenses. I suggested to Sir Charles Tupper some time ago that we should extend our amount for unforeseen expenses and draw from that. Of course, the Government would have during the first fortnight of the session, to give us at present an account to Parliament of all the unforeseen expense money used since the previous session. This would be the means of drawing for the small incidental expenditure.

357. It might give rise to some laxity in the preparation of the estimates, if this large amount was voted?—It might the first year, but Ministers would find it would not work because the fund would be exhausted so soon. They would say, We have this for emergencies, but we must provide in the estimates for everything we can.

358. And then, if they knew Governor General's warrants were not available except in extreme cases, each department would be anxious that the fund should not be

exhausted too soon?—Yes, they would say in the event of a large application, that is taking too much from us, that is from the other twelve.

359. Too large an amount of that leads necessarily to laxity?—\$300,000 compared with \$35,000,000 is not 1 per cent. It is not very much to draw from.

360. Your view is that \$25,000 is not sufficient?—It is nothing.

361. You might exhaust it by one Order in Council?—Yes.

362. If you made it millions it would tend to laxity?—Yes.

363. The only thing is to arrive at a reasonable amount?—Yes.

364. There is a clause in the Audit Act authorizing a refund of tolls and duties and so on?—Yes.

365. The proceeds of seizures are paid into the consolidated fund?—Yes.

366. And as far as the audit of receipts is concerned, you would have cognizance of that?—Yes.

367. Did you ever go back to the origin of the seizures in any way? In what way?

368. How the Government procured the information which led to the seizures?—No.

369. Simply such and such a seizure?—Yes.

370. If the seizure is made and the goods are worth \$10,000 and they are forfeited, the whole money is paid in?—Yes.

371. And if A, B and C are entitled to receive anything, they are paid by cheque?—Yes.

372. They become informers?—Yes; there is so much paid to the seizing officer.

373. You publish a statement in your book of persons who received pay from more than one source?—Yes.

374. In one case a public officer received nearly \$8,000 for his share of Customs seizures?—Yes.

375. How would you get at the fact that a man is entitled to so and so?—The statement is made that he got it. These men get in addition to this, the informer's money in such a case. So much money went nominally to this seizing officer, and he retained the informer's name. The name of the seizing officer we get, but the name of the informer we do not get. Sometimes the informer is the seizing officer, and then he gets two shares.

376. Then the money is paid in and a statement is furnished to you that so and so is entitled to such and such a share?—Yes, and the informer gets it, but his name is not given.

377. If there is a share paid to the informer, how do you find out that the money is paid over?—That goes through the seizing officer's hands. He is entitled to so much money between the seizing officer and the informer. Of course the informer is known to the seizing officer so that the informer who works through the seizing officer gets his money through him. He may be the same man.

378. And the informer may only get the one hundredth part of it?—Certainly. There has been a great deal of discussion in England between the Auditor General and like people in this country as to this examination. He has always contended that he should have a confidential audit of the moneys of any one whose name is withheld. I have contended the same thing. I have said, You could let me have the examination, not to make it public, if you say so, but in order to see that the money was actually paid. My discussion was more with Mr. Brunel when he was here. Their argument is that the lives of these men are in their hands.

379. You are brought into contact with all the deputies in the public service?—Yes.

380. Do you think one rule as to salary should be adopted with regard to the deputies?—Certainly not, if you pay them according to their duties.

381. Do you think, as a rule, they are paid sufficient according to their duties?—I do not think they are, but I belong to something of that class, and therefore my views are not as reliable as those of a disinterested party.

382. How many chief clerks have you?—Three.

383. They all have distinctive duties?—Yes.
384. And how many first-class clerks?—Only one first-class clerk now.
385. Is that the first-class clerk who was in existence before you went there, transferred from the Finance Department?—Yes, but he was not first-class then.
386. He has no particular distinctive duties, has he?—No.
387. How many second-class clerks are there?—Five.
388. And they all have distinctive duties?—Yes, and some of their duties should belong to first-class clerks.
389. You do not in your office want much routine business?—No.
390. As a rule you want the higher intelligence?—Yes, but of course take a young man who is going to develop into a good man, you do not require to give him as much salary when he comes in as afterwards.
391. Have you many officers who have been holding office for many years and are on that account paid a higher salary than second and third-class clerks?—No, not many.
392. You have weeded them out?—Yes.
393. You take upon yourself all the requisitions for new appointments?—You have no big branches as in the Post Office Department, where the necessity arises?—No.
394. Should not deputy heads in your opinion have the power to suspend?—Yes.
395. Would you give them the power to fine in case of late attendance?—Yes.
396. All the advertising is certified for by the Queen's Printer at proper rates?—That is his duty, but I do not know that it is always done. Lately I have had some evidence that the Queen's Printer thinks he is authorized to pass an account for advertising if there is a contract, and he takes the word "contract" to mean, if there is a verbal arrangement by a Minister.
397. Is that the late Queen's Printer?—It was done by the late Queen's Printer, and the present Queen's Printer who although a very active man apparently inherits the regulations of the office; but I drew his attention lately to the fact that under the Order in Council he is not justified in passing anything without an examination in order to see that the prices are proper. The Minister authorizes the work, but even that should be done by the Queen's Printer. If the order is not given through the Queen's Printer, the Queen's Printer ought not to say that this arrangement is any evidence as to the price which should be paid.

MONDAY, 28th December, 1891.

MR. SAMUEL EDWARD DAWSON, Queen's Printer, was examined.

I was appointed Queen's Printer on the 7th November last.

398. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy?—My department was created by the Statute 49 Vic. It was organized as it is now in 1888, but it scarcely can be said to have had an organic existence until 1889, when the Printing Bureau was completely built.

At present my staff is constituted as follows:—

One Deputy Head—the Queen's Printer.

One Chief Clerk—the Accountant.

One First Class Clerk—the Acting Superintendent of Printing.

One Acting Superintendent of Stationery, who is the senior second-class clerk. These three last are the heads of branches. Besides these are the following:—

Permanent Staff.

Under the officers before mentioned are seven second-class clerks and six third-class clerks. A second-class clerk, Mr. Lamothe, is on my appropriation, but, since a month, has been put into another branch of the Secretary of State's Department. There are twenty-five other employees, inclusive of caretaker, messengers, carters, &c. The rest of my staff are operators. The messengers and caretakers are permanently employed.

As it is my duty to audit all the advertising of the Government, I have one second-class and one temporary clerk of the above number who attends solely to that.

I have also the care of the *Official Gazette*. This is attended to by an extra clerk, who also acts as my secretary, shorthand writer and keeper of records.

The printing and distributing of the lists under the Franchise Act is done under my care.

I submit a statement containing the names, salaries and functions of the officers in the various departments of the Printing Bureau :

DEPARTMENT OF PUBLIC PRINTING AND STATIONERY.

Queen's Printer's Office.

Queen's Printer and Controller of Stationery, Deputy Head of the Department (permanent)	\$ 3,200 00
Emond, E., attends to the <i>Gazette</i> , and is secretary to the Queen's Printer and Controller of Stationery; is a shorthand and typewriter and keeper of the records; has passed the Civil Service examinations. An extra clerk, of four years' service	1,095 00
Allan, H., messenger, permanent	500 00

DETAILED LIST of the Staff of Clerks under the Queen's Printer, December 28th, 1891.

Name.		Status.	Annual Salary.
<i>Printing Department.</i>			\$
McMahon, W.	Acting superintendent; formerly book-keeper and manager with late contractors.	1st Class...	1,450
Potvin, A.	22 years in Queen's Printer's department; checks requisitions and makes out jackets.	2nd do ...	1,300
Snow, A. T.	Served in two large English printing houses and as clerk in printing and stationery; has passed the Civil Service examinations; served here two years; trained to the printing business.	Temporary.	936
Lefebvre, M.	Time-keeper; two years' service; has passed the Civil Service examinations.	do	936
Roy, Joseph	Has care of time-check cases and assists in office.	do	364
Labelle, L. C.	Charge of linotype room, transferred from Secretary of State Department.	2nd Class...	1,100
<i>Stationery Department.</i>			
Roxborough, T.	22 years' service in this department; acting superintendent.	2nd do ...	1,300
Gouldthrite, F.	13 years in this department; correspondence clerk; makes out orders and checks prices of invoices inwards.	2nd do ...	1,150
Walsh, W.	Clerk of small wares; has been 16 years in this department.	2nd do ...	1,150
Baulieu, A. H.	Entry and invoice clerk; 10 years' service.	3rd do ...	950
Hughes, J.	Examines and checks quantities and receives goods; 21 years' service.	3rd do ...	700
Beahean, D.	Sales clerk; 8 years' service.	3rd do ...	450
Proulx, J.	Has charge of supplies to Printing Department; 2 years' service.	3rd do ...	450
Verge, J. A.	Entry and invoice clerk; 6 years' service.	Extra	730

DETAILED LIST of the Staff of Clerks under the Queen's Printer, &c. *Continued.*

Name		Status.	Annual Salary.
<i>Stationery Department—Con.</i>			\$
Patenaude, J. A.	Keeps the stock book and assists Mr. Gouldthrite; 3 years' service.	Temporary	400
Andrews, G. P.	Messenger; 5 years' service.	Permanent	300
Laprairie, A.	Entry clerk; 6 months' service.	Temporary	400
Consantineau, A.	Assists Mr. Hugues; 2 years' service.	do	540
Lowham, P.	Storeman, \$1 per day.	do	300
King, E.	do	do	456
Lepine, H.	do at \$1 per day	do	300
Alary, J.	do	do	300
<i>Accountant's Branch.</i>			
Gliddon, W.	Accountant; a practical printer, familiar with the accounts of the Queen's Printer's Office for 20 years; has the largest experience in printer's accounts.	Chief Clerk	1,950
Barrette, J. G.	Assistant accountant; entered department as bookkeeper in June, 1886.	2nd Class.	1,150
Andrews, George.	A practical printer; keeps register; enters up jackets into ledgers.	2nd do	750
Frigon, J. A.	Keeps the Parliamentary Ledger and the accounts with both Houses, and assists the bookkeeper; served 4 years.	2nd do	550
Peachy, E.	A practical printer; 3 years in service; checks vouchers; makes up costs or jackets from various rooms; with former contractors.	2nd do	720
Munson, J. W.	Keeps the cash books of the various appropriations, and makes the monthly statement to Auditor General of these; 3½ years in service.	Temporary	400
Coulden, R.	Assists in office; 5 years service.	do	400
King, W.	Messenger; 5 years service.	do	400
<i>Publications.</i>			
Larocheville, N.	Care and distribution of Statutes; 10 years service.	2nd Class.	1,250
Roussille, L.	Assistant; 1½ years service.	Temporary	730
<i>Advertising.</i>			
Grisson, L. A.	Checks all Government advertisements.	2nd Class.	1,150
Gamache, E.	Assistant; 4 years' service.	Temporary	730
<i>House of Commons Distribution.</i>			
Boulet, N.	28 years service in distribution in the House.	do	1,200
Gratton, C.	Assistant; — years service.	do	624
Rivet, J.	Assistant and packer; 33 years service.	do	456
<i>Voters Lists.</i>			
During the revision there are employed on monthly salaries:—			
5 proof-readers at \$62.50 at month.			
4 copy holders at \$40 a month.			
Launothe, H. G.	Is also borne on this vote, but has been transferred to the Under Secretary of State.	Permanent,	1,400
	And 1 packer at \$1.25 a day.	2nd Class.	
This Voters Lists staff of proof-readers will be dismissed when revision is complete.			
<i>Miscellaneous.</i>			
Foran, J.	Caretaker; 11½ years service.	Permanent	600
Donovan, J.	Carter; 14 years service; \$120 a month for two horses and two carts and assistant carter.	Temporary	1,140
Operatives on pay list, December 24th, 1891:—			
Male. 268			
Female. 83			
Total.			351

Summary.

1 Deputy Head.....	\$ 3,200 00
1 Chief Clerk.....	1,950 00
1 First-Class Clerk.....	1,450 00
8 Second " ".....	9,550 00
6 Third " ".....	3,850 00
2 Extra clerks.....	1,825 00
14 Temporary Clerks.....	8,836 00
6 Temporary Carters, Packers and Messengers.....	3,196 00
3 Permanent Caretakers and Messengers.....	1,400 00
42	<u>\$35,257 00</u>

Appropriations.

Civil Government, salaries.....	\$ 29,147 50
Contingencies, salaries.....	6,825 00

ORGANIZATION.

The organization of the Department of Public Printing and Stationery can scarcely be said to be even yet consummated. Under the Queen's Printer as its Deputy Head the following distinct services have been assembled:--

1. The Official Gazette and Laws.
2. The audit of all Government Advertising.
3. The former Government Stationery Department.
4. The Printing Bureau.
5. The sale of all Government publications.
6. The distribution of all Government publications.

It is created by the Statute, Chap. 27, Revised Statutes, amended by 51 Vic., chap. 17.

Of the above services Nos. 1 and 2 are the Queen's Printer's proper province, Nos. 3 and 5 used to be a separate department, No. 4 is a new service and No. 6 is an offshoot from the House--it is the outside distribution of the House of Commons. Three chief clerks were placed over this:--

- (a) The Superintendent of Printing, Mr. Senecal.
- (b) The Superintendent of Stationery, Mr. Bronskill.
- (c) The Accountant, Mr. Gliddon.

The two former have been dismissed and their places have not been filled. Mr. McMahon and Mr. Roxborough are acting officers. The present Queen's Printer has not found any one outside more capable in his opinion than the present acting officers and he sees no occasion for filling the vacancies at present.

Alone, among the departments, these three chief clerks reported, as will be seen in the Blue Books, direct to the Minister and over the head of the Queen's Printer. This probably resulted from the previous history of the services and from the Statute which made them almost deputies of Ministers, for the two superintendents had power to purchase and engage or dismiss employes independently of the Queen's Printer and under the control of the Minister only. Each was equal to, and independent of the other;

and the late Queen's Printer had his office in the East Block, so that there was no superior in rank in the building. One of the first requests of the present Queen's Printer was to be permitted to remove his office to the Bureau.

This radical defect in the organization of the department is responsible for much of the trouble which has occurred. The political head cannot supervise the details of such a department like a deputy who has no parliamentary duties. He is often absent and often absorbed in very important matters. For this reason it is my conviction that these inherent defects in the organization should be changed, and that the present vacancies in the two offices is the proper time to do it. The deputy of the department should be responsible for the whole of it, as all others are.

Comparatively few of the employees of the Department are under the Civil Service Act. In fact the more the Bureau is run on business principles and the less as a branch of the Civil Service the better it will be. The idea seems to have gained ground among the operatives that they too are Civil Servants and have privileges over other operatives, independently of their skill and industry. My belief is that when an operative is paid the highest market price for his or her labour, that the matter stops; there cannot be a continual periodical increase. I have had to explain that, and that shows how dangerous it would be to apply the Civil Service Act to a business like the Bureau. Some Civil Servants there must be at the head and in the offices, but even they should be experts—even the accountant must be an expert at the printing trade.

This defect in organization became evident to me at the moment of my appointment. It accounts for the fact of there being no general books for the whole department, and I at once ordered a set of books to be prepared, and have been sketching out a system similar to that in a large merchant's office, which, when mature, will be submitted to the proper authority for criticism. The requirements of such an establishment, half business house, half Government, are very peculiar, and the system requires careful thought.

399. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—I see no reason for change in the principle. They should not be deputy heads. They should be persons with sufficient leisure to perform their duties.

400. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be any age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—No. It seems to me that the term competitive examination implies an examination in which the highest marks in a given number of subjects would necessarily win the appointment. My objection is based upon the belief that, in such an examination, all the elements which go to form what is called *character*—that is, the moral qualities of persistence, courage, patience, tact, power of adaptation, sound judgment, and such like qualities—do not have their due weight. But, if by competitive examination it be intended that the deputy heads should have the power to award marks for the qualities above referred to, my views upon the subject would be materially modified, for the final selection would then be made out of a class previously winnowed by competition. There should be a standard of attainment which the Examining Board should exact. The present method seems correct in theory. Experts require no examination because their fitness must have been tested in actual life, and must be evident to all. The present limits of age seem sufficient.

401. Should deputies be appointed during pleasure or during good behaviour?—I think that if the deputy heads were too independent of the political heads, they would rule the country without being responsible to the House. There are inconveniences on both sides. It is a difficult question. A popular Government will work better as the matter is now arranged, even if it is not ideally the best. The powers of deputies in theory are sufficient. In practice I think it probable they are much curtailed. I have personally had no such experience, possibly because my appointment is too recent.

401½. Should there be any third-class clerks at all? If so, what should be the limi-

tation as to salary? Is the present maximum, \$1,000, too high? Should there be an intermediate class, ranking lower than second and higher than third?—It appears to me that the public interest would be served by the abolition of the third class clerks; because there is an inconvenience in making a permanent official with a statutory annual increase, at so low a grade in the public service. There is not time nor opportunity to test the qualities of a youth before he becomes a permanent fixture on the Civil Service.

402. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Certainly.

403. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—My appointment is too recent to know.

404. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—No.

405. Should there be a general preliminary examination for all departments, or should there be special preliminary examinations for each department?—Yes, and the special examinations for special departments should rest with the deputy head or be under his direction.

406. How, and by whom, is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—My clerks are mostly appointed under the Act creating my department. They have mostly been chosen as experts in the first instance as in the case of a private firm. To the second portion of the question—my appointment is too recent to afford occasion to report on a probationary clerk.

407. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Answered by the preceding.

408. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I cannot think of any better way than promotion on the recommendation of the heads of branches or departments, concurred in by the Minister. That approaches nearest to the practice of private firms and of large corporate bodies. The deputy heads are responsible for the work, and the Minister must keep his department in touch with public opinion as expressed by the House. There is a danger of making the Civil Service promotions too mechanical.

409. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see how any reliable estimate could be made. Vacancies are usually caused by unforeseen events.

410. If promotion examinations are deemed desirable, should the officer earning the higher number of marks be the successful candidate, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—The recommendation of the deputy head. He carries on the work and cannot do it without willing and efficient help.

411. Should not promotions be made by Order in Council?—As it is it seems to me that Council is loaded with unnecessary detail, I would not add more.

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

413. Should the temporary clerk or writer class be extended or limited or abolished?—It would seem to be preferable to extend the class of temporary clerks and to receive them upon the Civil Service permanent staff at the grade of second class when their fitness has been proved. I think such a course would tend to encourage habits of steady work in early life and check the tendency to sit down at ease which is often manifested

when a youth's future is settled. The temporary clerk would gradually be advanced to the salary limit of the second-class, and would pass into it and become permanent on the recommendation of the deputy heads.

414. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—Equal leave of absence is inadvisable. The more responsibility the more labour, and the need of rest is greater.

415. Should not leave of absence be compulsory?—Compulsory leave is not necessary unless where money affairs are concerned.

416. Should there be a system of fines for small offences?—No; it would lead to petty tyranny and degrade the service.

417. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—No; to reinstate is to appoint.

418. Do you strictly observe the law regarding the attendance books? Do all your officers sign the book? How do you deal with those who are late in attendance?—Yes; I would suspend a man persistently late.

419. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—I hesitate to offer any criticism of the Civil Service Act because of my recent appointment; still there are one or two things I have observed which seemed to call for remedy. Cases occur to me where clerks, called temporary or extra, have been very many years in the service and are performing responsible duties with efficiency, who cannot be permanent civil servants without again entering as third-class clerks at half their present salaries. Having families they cannot afford this.

420. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—I do not complain of the Acts so far as I can understand them. I hear much complaint among the Civil Servants of the pressure of politicians, and that not alone from the political heads but from influential Members of Parliament. So far I have no experience of it, but when the House meets and members can get at the political head, I am likely to have some trouble. From what I can learn men have been forced into the Printing Bureau in years past through the influence of members. Not being permanent they can be quietly eliminated, but it needs much tact to do it without bringing down some members who can make matters disagreeable.

421. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I think that it is not advisable in every department to sign the attendance book more than once. In my own—certainly not. In the case of operatives their time is carefully checked, for they are paid by the hour. In the case of clerks, they are continually being sent out to the other departments in the conduct of business. The matter should be left to the deputy heads. The more it is tied up by general Orders in Council, the worse it will be for the service.

422. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—I have a very strong opinion that six hours' real work should be taken out of every man. The time should be from 10 to 5 with one hour for lunch. The juniors should be at their posts at 9.30 as now.

423. Is it desirably that the officials should leave the department for luncheon?—The present practice is wasteful of time to a degree inconceivable. For two hours, 12 to 2, half the staff at least is absent, and the other half is therefore inefficient; for men in an office should work together like a train of wheels in a machine. Any one wheel being absent the work stops. Most men absolutely require food in the middle of the day, but one hour should be allowed for all, and it should be known, so that the public may not waste time by trying to do business in that hour. That is done all over the continent of Europe. During that hour the offices are in charge of a porter. Then at the appointed time business recommences in earnest, and if a man is absent he is dismissed. I have taken authority to do this in my department, and as soon as I can get my office moved to the Bureau, I shall enforce it.

424. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in the case of those officials who come under the provisions of the Superannuation Act, such service is only entered as would be counted for superannuation?—The length of service is correct only in the establishment book of each department.

425. In your department are the officials generally aware of the Treasury Board minute of the January 28th, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I have not seen the Treasury Board minute of January 28th, 1879. I have asked from my brother deputies what it is about. I always thought the rule was quite the reverse.

426. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—In the matter of travelling expenses there is great difficulty. The present allowance is not enough for a deputy who should stop at a good hotel. The rate should clearly be apportioned to the rank. I think it will be a saving to the Government to fix the rate. It will be a saving of time; for if the Auditor General's Office is once set to audit every little detail of personal expenditure, there will be no end of difficulty. The deputies now lose money when they have to go to large cities.

427. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operation to certain classes of officials having distinctive duties or otherwise?—I consider that a Superannuation Act is as proper and wise in the Civil Service as in the Naval or Military. It is a pension, and is extended in practice to great monetary institutions.

428. Do you consider the ten-year term sufficient?—Yes.

429. Do you consider as a rule the age of sixty years to be a proper age for retirement?—It might be increased to sixty-five. At sixty many men attain the summit of their administrative powers. For instance, many Cabinet Ministers here and in England are examples.

430. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—No; men differ too much in their mental and physical powers. It is impossible to fix an age for retirement suitable for all.

431. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—At sixty, a man might have an option if he has served for twenty-five years. The length of service should be the condition.

432. Should any term in your opinion be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such additions by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—Yes; in the case of an expert, because such a man carried with him the experience of his whole previous life, obtained not at the expense of the Government. But the proper time to add to the period is at the commencement, not at the end, when a man who has given his best powers, so acquired, may, from want of having personal friends on the Council, be deprived of what is granted to another whose friends may be in a position to aid him.

433. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries, and do you consider the present percentage sufficient?—I do not see any reason to change the system of deducting the superannuation fee.

434. Would it be desirable to have a system of insurance in connection with superannuation?—The question of insurance ought not to be mixed up with superannuation. The calculations are radically different. Compulsory insurance is impracticable because of the different conditions of constitution and health. I doubt the propriety of the Government taking up the matter on so limited a basis.

435. In cases of dismissal or resignation, in your opinion should the abatement be deducted from salaries for superannuation purposes be refunded?—Superannuation premium is collected by compulsion. It is paid, and, like any other thing paid for, should be delivered. The Government, like any other employer, has the power to dismiss; but it is neither just nor equitable that it should confiscate any man's property save by a court of law.

436. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all? It seems equitable that when an officer is removed to suit the convenience of the public service and for no fault of his own, the question of an extra term of service ought not to be prejudiced on that account.

437. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service, the person superannuated?—No.

438. What system of purchase is adopted in your department?—Speaking strictly, the Queen's Printer cannot be said to control the whole expenditure of his department. The Act under which it is organized, provides as follows:

51 Vic. cap. 17, sec. 4, sub-sec. 2, viz:

"The Superintendent of Printing may, with the approval of the Minister, employ such apprentices, journeymen, workmen, skilled hands, or others, as are necessary to perform the work of the establishment, and may remove the same. And may, with the like approval, purchase such material, other than printing and paper, as is necessary for such service. The provisions of the Civil Service Act shall not apply to the persons so employed by him."

Similar powers are, by section 5 of the same Act, given to the Superintendent of Stationery as regards paper and stationery. There are no operatives in the stationery department, so the intention of the Act is to include clerks. As a matter of fact, the law requires that the paper for the "Laws," the "Gazette," and the "Blue Books" shall be purchased by contract: the remaining portion is purchased in the open market as found cheapest and most suitable to the requirements of the work to be done. My practice is, if there is time, to write to the leading paper makers and get samples, or to send the samples and get prices. Since I have been appointed, all purchases have been made after reference to me, and I have been guided by my own judgment, assisted by the heads of the branches requiring the supply.

439. In respect to the paper purchased by contract, were tenders called for?—Tenders are, and must be, called for the paper used for the "Laws," for the "Blue Books," and for the "Gazette." Three-fourths of our printing paper is purchased upon tenders, and the other fourth is bought as required. The general stationery is not bought under contract. The Canadian writing paper is chiefly bought under a contract, from the Rolland Paper Mills. This contract was made in July of the present year, and exists for three years, subject to revision at the end of each year. In this month of December, the contract was before me for revision. I looked over it and saw that no change was required in consequence of any general fall in prices. The market price was rather higher than lower, and I came to the conclusion there was no occasion to modify the contract. The English papers, and the other papers that are required are relatively small in quantity, and are purchased where we can buy them cheapest. We import them direct from England, where we have accounts open with the paper makers. Most of it comes from Pirie, Cowan, Walker, and other first-class English houses. We have also accounts open in the United States for such goods as are best bought there. Binders' supplies seem to have been imported through Canadian houses, but I have taken steps to open direct accounts. In the matter of books, I have already opened accounts with houses in London, Paris and Leipsic.

440. When you called for tenders were the lowest accepted?—No doubt they were, taking the quality of the paper into consideration.

441. Give a general idea of the method employed in controlling the expenditure of the department?—The goods are purchased for this department, as I have said, partly by tender, and partly in the open market. When received they are checked by one of

the clerks whose special duty it is, and who certifies that the quantities are correct according to invoice. The paper is then sampled. Several samples are pulled from different parts of the consignment and sent up stairs with the invoice to the chief clerk who examines the quality and certifies that it is correct. The bill is then paid under the certificate of these two officers, by the Queen's Printer's cheque, countersigned by the accountant.

442. During your experience have you ever had occasion to refuse goods because they were not according to tender?—Yes, the other day I refused quite a large lot of paper because it was not up to sample in colour, it was returned to the maker.

443. The quantities are checked as well as the qualities.—Certainly, the paper is weighed, and reams are taken at random and the sheets counted. Similar precautions are taken with envelopes and other goods.

444. What system is followed in issuing these stores? How do you manage about checking the consumption?—The goods are sent out of the Bureau on requisitions signed by the deputy heads of departments. Certain costly goods require in addition the signatures of the Ministers. The goods are delivered on these requisitions to a clerk in each department whose duty it is to attend to that special matter. He receives the goods and signs a receipt for them on the back of the requisition. At the end of the month these requisitions are sent as vouchers to the Auditor General with a detailed statement of all the purchases made by the department in question.

445. In selling the blue books from your department what means have you of checking the income of the money?—The money comes addressed to responsible officers who hand it into the accountant and he puts it to the credit of the various accounts. In the same way moneys for the *Canada Gazette* are sent from the Queen's Printer's office to the accountant and credited for the *Canada Gazette*.

446. Have you a book of the receipts numbered in order?—Yes. There are numbered receipt books and such receipts are sent for all amounts of one dollar and over. There is such a receipt book specially for the *Gazette*. There was a cash book in the Queen's Printer's Office and the Queen's Printer used to deposit the cash in the bank to the credit of Receiver General. I closed it immediately on my appointment and sent all cash to the accountant who I conceived to be the legal cashier for the whole department.

447. But when the account is paid what record do you show?—We enter it in the book.

448. Supposing it does not reach you, there is no receipt book with the entry in it, like a cheque book?—In the case of sums under one dollar the practice is no doubt loose for there would be no stub to show a receipt had been sent. The letters inclosing the amount are on file for reference in case of need.

449. You have no means of telling whether all the moneys that come in are accounted for at the time?—I have no additional means except to rely upon the honesty and integrity of the officers.

450. And any dispute that might arise afterwards with the person who said he had paid his account?—For small sums a difficulty would arise. Receipts should be given from a receipt book and the stubs kept no matter how small the sum.

451. Have you any means by which the man receiving the money makes evidence against himself of the receipt?—Not in the case of small sums. In sums of over one dollar the stub would remain. The general cash book I have ordered will show at a glance the daily receipts small and large, and in future separate receipts for the small sums will be given from the receipt book.

452. You sign the accounts?—Yes.

453. Then the only efficient receipt will be that which you have in contemplation, otherwise the money received may fall into improper hands?—The main defect which struck me on entering office was the absence of a general cash book where receipts from all quarters would be shown. There were separate books. No doubt the need was not so great as in a merchant's office because the business is done almost wholly with departments of Government and no money passes. Payments are made by cheques and vouchers for all transactions are cleared through the Auditor General's Office. So

the business mainly is one of account and not of money. And the accounts are clear enough; but the absence of a general ledger and a general cash-book showing at a glance the whole business and the daily receipts from all sources, is a defect which is being remedied. The best check is a general cash-book balanced by a deposit in the bank and always open to inspection as in a merchant's office.

454. You have spoken of experts. You do not include all your men under the name of experts, all your accountants and first, second and third class clerks!—As mere clerks they all ought to know something about the printing and stationery business. In my department there ought to be no simple writers. Every one of them ought to know something about the business.

455. That would be true of every department, so far as the mere technical duties of the department were concerned. But is there anything in the duties to be done by your permanent staff that could not be required by persons who had passed competitive examinations, or other qualifying examinations!—Certainly not in the Printing Department. It is a very complicated thing to understand a Printing Bureau.

456. Even the accountants and clerks!—The accountant of the department is of all men the one who has been most useful to the Government in carrying the bureau through its inchoate stages, and this has been possible to him solely, because of his great technical knowledge of every detail of the printing and binding business. A man who was an accountant only would have signally failed. As for the clerks I would point to the detailed statement of their duties now submitted. You will see that the larger part of them acquired technical knowledge in the service of former contractors or elsewhere. In the sale of the publications no expert is required. The distribution for the House of Commons could be learnt by outsiders any time. The real need for experts consists in the handling of the stationery and the printing.

457. There are lots of men engaged in the stationery business who would bring the necessary qualifications to the office!—Yes: if you took them in from the outside. The mere ability to add up a column of figures would not serve in the business of the bureau.

458. In speaking of examinations, have you confined your view to a mere academical examination!—When I look at the list of subjects in Civil Service examinations, I find that they are mostly of an academical nature. There is a knowledge of geography, for instance, a knowledge of arithmetic and grammar. But a man may be a good superintendent of stationery who could not pass a civil service examination, because of deficiencies on the literary side. Such a man might yet be exceptionally skilled as a judge of a sheet of paper. That is what we want. We want a man that can tell a good sheet of paper, and that is not an easy thing to do. I have known men who have been years in that trade, and yet they are easily deceived in paper. I have known men who have been for years buying paper, who have refused paper one day and taken the same two or three days afterwards, when mixed up with a lot of other samples. I have known them to select the very paper refused two days before, to select it as the very best. I have known that to be done often. So you see that competitive examination, as usually understood, would not help my department much.

459. You do not look upon men who are doing clerical work in your department as experts!—The head accountant or some one at any rate pretty well up in the accountant's office, should also be familiar with the printing business.

460. It seems that if we take your view every department would be filled with experts and no examinations would be required for anything!—My idea of an examination is that it is required to provide a class of men educated up to a certain definite standard, from which a large portion of the Civil Service clerks can be drawn. But, as a matter of fact, there are several departments in which experts are required for all important places such as the Department of Public Works, for instance, and some branches of others as the Department of the Interior. But the man who is the best clerk will not always make the best administrator. And this is where, I think, purely competitive examinations will fail.

461. In the English stationery office they have an officer called an assistant examiner of paper!—Yes. There is an examiner of paper and an assistant examiner,

and an examiner of book binding who has also an assistant—there are two similar offices for the printing contracts. Besides these there are a number of clerks who seem to be intermittently employed, from what I can learn, by the last report of the controller. I would remark, however, that there is a radical distinction between English and Canadian departments. In England, everything is done by the contractors, of whom there are many. They not only do the printing, but they distribute the laws and sell the publications. They send out the *Gazette*; their messengers deliver the goods, and their clerks attend the Houses and departments. In Canada the department is a large manufactory, employing 350 operatives, and making all parts of a book but the paper, besides carrying on all the operations of a manufacturing stationery business, such as map mounting, perforating, etc. Therefore it is that the technical clerks must be more numerous in proportion.

462. Suppose there should be a vacancy in one branch or the other, how would you go about filling it with the best man?—I would find out if there was a man in the department who had the requisite qualifications, and if I could not find such a man I would go outside. I would go to the printing and stationery trades. I could not do otherwise.

463. Could you devise a system of examination papers by which you could open your appointment to the trade so that there could be a competitive examination for those who are willing to take the appointment?—I think a scheme could be devised by which I could select skilled officers. But I would not like to be bound to take the man with the highest marks.

464. The examination being suited to the office to which the person is to be appointed, so that you may appoint by merit and not by political influence?—Yes, if the examining papers were drawn up in a particular way. Carefully adapted to the department they would have great value in preventing political influence in appointments; for the Minister would be confined to a small number of men all of whom would presumably be qualified.

465. An examination like that is actually made by the board, of the man's knowledge apart from any written papers?—Apart from written papers, other things must be considered. Take for instance the head of the printing department now in the Bureau. There are other things required besides knowledge, for instance the management of men. That is a very different thing. We have 351 operatives there and it requires a great deal of tact to keep internal difficulties from arising, besides strikes and collisions with the trades unions outside.

466. But would you not have a chance to bring them out by probation?—Yes.

467. Do you not think then that that might be worthy of consideration—to always take your second in command for the first place when it is vacant?—That is the true way when it is by any means possible. For that reason the two vacancies that have occurred have not been filled up from outside in hope of being able to fill them up from the officers now in the department.

468. Do you see any objections in your department to take a promotion examination, limited largely to the duties of the office to be filled?—I see no positive objection to it. There are differences of temper and tact also to be considered—differences of character.

469. In the promotion examinations much discretion is left to the deputy head in regard to efficiency?—If there is a discretion left it is all which can be desired, but what I mean by a competitive examination pure and simple, is when the deputy head is compelled to take a man who had the largest number of marks. But in filling vacancies, I should hope never to pass over the senior unless I had good reason to do so.

470. You have twenty-five temporary clerks. Do you make a requisition when you want a temporary clerk or does the head of the department appoint?—I presume I would consult with the head of the department. But under the Act creating the department the appointments are made by the superintendents with the approval of the Minister—the Queen's Printer seems to be excluded from the matter though no doubt he would be consulted.

471. But since you have been there you have not had occasion to increase the number of temporary clerks?—No.

472. Are any of them inefficient?—There are none inefficient. There is one man very ill, I do not know what to do in his case: he ought not to go out of his own house but manages to sign the book every day. If he did not we should have to stop his pay for he is a temporary clerk. It would be cruel to do that for he would have nothing to live on. He is merely inefficient from sickness. I am acting as I would in a private firm—excepting that if I were to do as I would do for myself I would let the man stay at home.

473. You are aware that you have to sign a requisition when a temporary clerk is required?—Yes, I suppose so.

474. How many operatives have you? I have three hundred and fifty-one operatives. There are a good many women among the operatives: we require them in the binding department. There are eighty-three women and two hundred and sixty-eight men. The women are nearly all in the binding department, but there are twelve in the press room. And that recalls a point I tried to make in my written answers. They have got the idea that as Government employees they should be treated differently from others and they say that Mr. Senecal had promised them a rise of fifty cents every six months. The women in the press room are paid five dollars a week which is the highest price ever paid for that kind of labour in Canada, and they wanted six dollars. Those in the bindery also want a raise of fifty cents every six months irrespective of the value of the work they do.

475. So far as your experience goes is the work done by the Government as cheaply as the same work is done by contract?—I am trying to get at that. So far as I have gone I have concluded that if the whole work done by the contractors be taken into account it is as cheap. The Government get better work but they do not get it at a lower price. But if you separate out a special class of work, straight setting, solid type composition, I am satisfied that it costs more than it does outside. The contractors made their profit by charging standing matter as new matter and by measuring the blank forms as if they were solid. I believe that the Government get their work done now taken as a whole just as cheap as from contractors, but it is of better quality. You can see for yourselves that the blue books now printed by the Government show better work: they are on better paper and in better type than the blue books printed by the contractors.

476. What do you mean by the contractors charging twice over. Were they paid more than the contract allowed them for?—The contract allowed for a setting every time that matter was used twice, whereas it might be printed from standing matter.

477. Or when figures were involved, and French was set up, the figures did not need to be changed?—Certainly, they charged it all as new.

478. Have you taken into account the interest on capital?—No. The best summary of the results of the department will be found at page 7 of the report for 1890. The total debits were \$431,932.41: the total credits were \$346,278.96, leaving a difference of \$85,653.45. There was also \$16,603.90 paid for permanent or on capital account. This difference of \$85,653.45, an apparent debit, is made up as follows:—

Paid for voters' lists.....	\$72,858 76
Deficiency on sale of Laws.....	2,244 07
Deficiency on sale of Gazette.....	1,825 88

\$76,928 71

Still there is an apparent debit of \$8,724.74, but the value of the stationery stock as per inventory increased by \$10,536.72 during the year. This stock was all merchantable, available stock, and the inventory was checked by the Audit Office. I conclude therefore that there was in effect a balance of \$1,811.86 upon that year's transactions. The main part of the edition of the laws and nearly all that of the Gazette are presented gratis to officers of the Government throughout the Dominion, and the cost of the distribution is borne by the department. That might be considered some offset

against the interest on capital. The accounts are kept in the accountant's statement at page 7 in that special way to suit the exigencies of the appropriation accounts, and at first I could not understand them, but on a careful analysis they can be translated into mercantile language as I have given it.

478A. Would you think it better to take a vote of Parliament every year for the preparation of the voter's lists?—I think it would, and then it would not appear against the Bureau.

479. Are the amounts you have charged to the departments for the work greater than it would have cost the departments to have the same work done by the contractor?

I answered that as nearly as I could. I think, so far as I have been able to form an opinion, that the work is done better at the same price. I do not think that the House of Commons ever expected to get their work done cheaper. The report of the committee shows that they hoped to have it better done for the same aggregate amount, which is the case.

480. Should not the maps be mounted in your bureau? They ought to be. That is the law.

481. But it is not carried out?—I should not certify to any accounts for mounting not done at the bureau, and I think the Auditor General would not pass them. We buy a lot of cotton, we have a place for mounting maps and we do mount a great many.

482. Are you aware whether there is a lithographing service attached to the Department of the Interior?—Yes, I have heard so.

483. That should be done entirely under your supervision?—It ought to be.

484. It would be cheaper if it were amalgamated with your bureau?—I am not so clear about the cheapness of a lithographic establishment. I would like to have some time to think of it. It has been for some time under consideration.

485. In regard to distribution would it not be advisable as in England to put the weight and the price on the blue book?—That is what I propose to do, to put not only the price but a consecutive number so that any blue book can be ordered by its number on the title page.

486. With respect to the printing of the voters lists, you have a system by which you keep galleys of standing type of the lists?—Yes.

487. That must be a source of considerable saving in the printing of these lists?—Yes, the law could not be carried out in any other way. The setting of these lists to commence, when done outside, cost \$106,863.14. A reference to departmental report for 1888, page 33, shows that when set up at the bureau the same work was done at a saving of \$20,000 after paying for the type. It would take forty men twelve months to set them up anew.

488. Have you an unused stock of stationery on hand in proportion to your possible requirements?—The whole stock of printing paper and stationery does not amount to more than \$50,000. Many a stationer in a large city has more. A wholesale stationer carries double that amount.

489. Has the purchase of plant been unduly extravagant?—There is one calendaring machine which is not used, and there are a few machines that have been purchased in excess of the requirements, but not more I think than would have been the case in any concern of equal size. It is easy to see a mistake after a concern is in running order. I wonder more were not made.

490. Are your operatives paid by the hour?—Yes.

491. It appears in the time book that as work was given out some men took a greater time to perform the same amount of work than others did?—That might possibly be. I did not observe it, but that occurs everywhere. No two men will work at the same speed. It is one of the difficulties of a manufacturing business.

492. Is there a Union?—All our hands are Union hands. Under that system we have to employ by time and not by piece work. A private firm could drive their hands harder and no doubt grind more out of them.

492A. Last year \$46,000 was paid in advertising. You say it is your duty to check this advertising?—Yes.

493. Are the rates ordinary newspaper rates, or are special contracts made?—They are ordinary newspaper rates; but sometimes special contracts are made. One or two have come before me.

494. Your predecessor had an idea that when a special contract was it made it was not his business to go behind it?—Yes.

495. Even if that contract was beyond newspaper rates?—He had an idea that if a responsible Minister made a special contract with a paper to put in an advertisement, he should certify it "correct according to contract."—That is a question between the Auditor General and my predecessor and myself.

496. In the outside printing, exclusive of the bank notes, it appears that about \$90,000 was paid last year, and a great part of it is evidently for the Intercolonial?—Yes, all the stationery and some printing was lately turned in to the Queen's Printer; but the bulk of the printing is still done outside.

497. It is your duty now to examine this?—Yes, as regards what is supplied from the bureau. It is just like another department; but I do not know anything about the outside work. It is more than I first supposed.

498. A large amount of \$10,000 paid to the Halifax *Herald*?—I have no means of checking the work outside the bureau.

499. Do you print immigration literature inside the building?—Yes, it is all done in the bureau except the lithographing.

500. You have nothing to do with the payment for literary services in connection with immigration?—No, I simply see to the printing. The immigration pamphlets are all done now at the bureau.

501. How about the *Patent Record*?—The contract for that is cancelled and no new contract has been made. I think that costs now about \$12,000 a year.

502. The difficulty with the *Patent Record* is the lithographing?—It is quite understood that the bureau is to do the printing but not the lithographing.

503. And that question is to be settled, about the lithographing work?—Yes.

504. You were saying just now that there was a desire expressed by your temporary clerks to be accepted as permanent clerks?—Yes.

505. Where do you draw the line between permanent and temporary clerks?—The statute draws the line. There is no difference in practice. I think they want to be appointed permanent clerks in order to get the advantages of the superannuation fund. Besides a permanent clerk is much more independent than a temporary clerk. A permanent clerk, for instance, cannot be dismissed excepting by the Governor in Council. I think that the deputy head ought to have the power to suspend a clerk if he has not power already.

506. Taking the Act as it stands, you are asked: Should there be a system of fines for small offences? Would you be inclined to modify that, knowing that deputy heads have not the power to suspend?—I would not have power to fine a man, but I should like to have the power to suspend him.

506½. Suppose a man comes in at ten o'clock; that would not be a case of suspension?—I would let it run on till it became serious and then have a regular suspension.

507. Will you explain how advertising bills are paid?—The advertisements from all the departments are sent down to the bureau and set up and a proof is sent to the publisher, with a letter stating that this advertisement is to be inserted and to occupy so many lines, to be set up and displayed just in the way in which it is displayed in the pattern. When that is done, the publisher returns the copy and a paper in which it is inserted with the bill. We compare the original sent with the paper in which it has been inserted, and with the bill to see that they have charged no more lines than we gave them liberty to charge. Then they are paid for it according to the rates charged on that particular paper. Of course we have to pay more for advertising in a paper of large circulation than in a country paper.

508. But there must be considerable advertising outside of Ottawa in which you would not have occasion to have it sent here to be set up?—All advertising should pass through the audit of the Queen's Printer. The Auditor General requires this before passing the accounts.

509. Then if an official of the department in Halifax has occasion to issue an advertisement in a Halifax paper you have to send it up here first to have the advertisement set up by the Queen's Printer, and then transmitted to the paper?—Advertisements generally come through his own department. An official at Ottawa would send it over to me with a requisition, and it would then be set up at the bureau just as it is wanted and forwarded to the paper selected. There is a patronage list of newspapers. When advertisements are to be inserted in newspapers not on that list the requisition must be initiated by the Minister; the signature of the deputy is not sufficient. There are, however, advertisements inserted by officials elsewhere which do not come here first. The bills are sent to this department to be checked before being paid, and the Auditor General requires the Queen's Printer's certificate.

510. So your department has control over all advertising ab initio?—Yes, but in this case of special contract of course that is a question between the Auditor General and the late Queen's Printer.

511. That is in process of settlement now?—It is in process of discussion which I fancy will lead to a settlement. The more I think about it the more clearly it appears that the Auditor General is right.

512. By the act you have the sale of the waste paper of the service?—Yes.

513. How much do you get a year from that?—I think it was \$560 last year. It is sold at twenty-five cents per hundred pounds. That is quite as much as it is worth. The arrangements for checking the weight and for supervising the contractor, I have just discovered to be inefficient, and the whole business was last week put on a new basis: so that we may be certain to receive all the amount whatever it may be.

514. How do you manage during the session about the cartage between the House and the bureau?—There are three carters regularly employed: we pay them so much a month. There are two carters for the printing side, and one for the stationery side. They are our delivery staff. If the House is not satisfied we shall have to increase it during the session.

515. How do you get supplies up to the departments?—They are delivered by our carters. We keep three carters all the year round.

TUESDAY, 29th December, 1891.

Mr. ALEXANDER M. BURGESS was examined.

I was appointed secretary of the Department of the Interior on the 1st January, 1882, and held that post until the 1st of July, 1883. I was acting deputy from February, 1883, until I was appointed deputy on the 1st of July of the same year. My experience in the department goes back to 1876. I have been deputy of the department since the 1st July, 1883.

516. Who were your predecessors?—Mr. Meredith, who was the first deputy, left the department in 1878. He was succeeded by Colonel Dennis, who was really unfitted on account of ill health for a year before he went out, and he retired in the beginning of 1882. Mr. Russell came in 1882, and ceased the active performance of his duties in February, 1883, but retired from the office of deputy formally and finally on the 1st of July that year.

517. Has your health also suffered during the time you have been deputy?—Yes.

518. Then practically in thirteen years there have been four deputy heads?—Yes.

519. One has been superannuated, one killed and the third has broken down completely?—Yes.

520. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—I submit two statements prepared by the accountant of the department giving this information.

DEPARTMENT OF THE INTERIOR.

STATEMENT showing the Number and Cost of Permanent Staff at Ottawa in 1882, and each subsequent year up to 30th June, 1891.

	No.	1882 83.	No.	1883 84.	No.	1884 85.
		\$ cts.		\$ cts.		\$ cts.
Interior	53	51,631 81	56	60,254 22	61	62,961 17
Minister	1	8,000 00	1	7,293 00	1	7,000 00
		1885 86.		1886 87.		1887 88.
Interior	60	67,174 58	68	72,320 78	71	78,060 67
Minister	1	6,999 96	1	7,000 00	1	5,658 30
		1888 89.		1889 90.		1890 91.
Interior	68	78,430 40	67	77,921 01	82	80,821 83
Minister	1	6,379 00	1	7,000 00	1	7,000 00

Department of the Interior,
Accountant's Branch,
Ottawa, 29th December, 1891.

J. A. PINARD,

Accountant.

To A. M. BURGESS, Esq.,

Acting Deputy of the Minister of the Interior.

DEPARTMENT OF THE INTERIOR.

STATEMENT showing Number and Cost of Extra Clerks, &c., at Ottawa, whether paid from Civil Government or otherwise, in 1882 and each subsequent year up to 30th June, 1891.

	No.	1882 83.	No.	1883 84.	No.	1884 85.
		\$ cts.		\$ cts.		\$ cts.
Dominion Lands (chargeable to Income).....	30	22,010 00	50	28,723 82	57	30,506 02
do (chargeable to Capital).....	13	7,993 00	26	18,474 75	32	20,809 25
		1885 86.		1886 87.		1887 88.
Dominion Lands (chargeable to Income).....	58	36,042 80	61	40,015 79	51	32,658 52
do (chargeable to Capital).....	33	22,024 50	30	23,754 25	26	20,994 00
		1888 89.		1889 90.		1890 91.
Dominion Lands (chargeable to Income).....	51	33,000 51	47	32,430 88	29	26,786 40
do (chargeable to Capital).....	23	19,078 26	25	19,407 45	25	20,859 35

Department of the Interior,
Accountant's Branch,
Ottawa, 29th December, 1891.

J. A. PINARD,

Accountant.

To A. M. BURGESS, Esq.,

Acting Deputy of the Minister of the Interior.

521. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—There should in my opinion, be a Board of Civil Service Commissioners who should, as in Great Britain and the United States, have supervision of the examination and also have the other powers and functions which are exercised by the Civil Service Commissioners in Great Britain and the United States.

522. Should all appointments be the result of competitive examinations? What, if any, appointments should be made without examinations? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—Except for the higher class of technical and professional work of the Department of Interior, all original appointments should be the result of competitive examinations. No appointments should be made without such examination as would prove the candidate for appointment to be possessed of a good general education; but there are offices in the department which might have to be filled by appointment from outside the service, to which the competitive principle could not well be applied. I think there should be an age limit in the case of all appointments. In regard to the lower classes in the Civil Service to which the great mass of the appointments relate, I think the minimum age should correspond with the age at which a youth who did not make choice of the Civil Service as a profession might matriculate into one of the Universities with a view to fitting himself for some other profession. The minimum age therefore might be fixed at sixteen for all appointments of this class, and the maximum age at twenty-five. The interests of the man himself require that by the time he is twenty-five years of age he shall have definitely settled upon his calling in life and have fitted himself for it. Except for one of the higher offices, as Deputy Head, the Chief Engineer of Railways or of Canals or some similar office where it might be necessary that an appointee should have received his training and his peculiar qualifications should have been tested outside of the service, I do not think that original appointments should be made after forty-five. As to the appointments which could be made in my opinion between the ages of twenty-five and forty-five, I might refer, in illustration of my meaning, to the following offices in the Interior Department: Surveyor General, Chief Inspector of Surveys, Geographer, Chief Astronomer, and Law Clerk; also any heads of branches, if no one in the department were qualified to obtain the office by promotion.

523. Should deputies be appointed during pleasure, or during good behaviour? Should their responsibilities and powers be extended, and, if so, in what direction?—In the past, deputies have practically held their positions during good behaviour. It is of the highest importance in the public interest that the permanent head of a department should be in a position to exercise the functions of his office fearlessly and independently, which he in many instances might not be able to do if his tenure of office were dependent upon the favour of the Government for the time being. The law should, therefore, make that tenure accord with what has been the practice in the past. I do not think it would be possible to extend the responsibilities of deputy ministers, because according to my experience and observations they are already responsible for every thing which is done in their respective departments, but their powers ought to be extended. The fact would appear to be that at present a deputy head of a department has to bear all the responsibility but has no distinctive power whatever, except such as his Minister may choose to give him. The Audit Act, for example, clearly makes him accountable for all the expenditures of his department, but I fail to find any statutory provision which gives him any power in relation to such expenditures. It is especially necessary that his powers should be so extended as to give him more perfect control over the officers and clerks of his department, for whom he is according to law and practice held responsible. Generally speaking, I should say that the powers of deputies should be so extended that they will be somewhat commensurate with their responsibilities.

524. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class ranking lower than second and higher than third?—Yes; and I

think the maximum and minimum salaries of the third class should be \$1,000 and \$700 respectively. I do not think the present maximum of \$1,000 is too high, assuming that the minimum salary, as suggested, were \$700, and that the third class were a class into which admission could as a rule be obtained by promotion only. There should be a fourth class, where the salaries would range from \$400 to \$700, and out of which, except in very special cases, vacancies in the third class should be filled by promotion. Whether the clerks of the fourth class should be permanently appointed, or whether they should not be, and remain temporary employees (subject to removal, however, only for inefficiency or because their services were not needed) until they were promoted into the third class, is a more difficult problem. The business of the Department of the Interior has been subject to great fluctuation during the fifteen years I have been connected with it, and this condition of affairs would seem to indicate that the employment of the writers and the copyists in the lower class should be of a temporary character, so as to permit of a reduction or an increase of the clerical staff according to the volume of business, without creating the disturbance which would arise from the exercise of the pleasure of the Crown in that direction in regard to clerks on the permanent list. I think there should be what would constitute the equivalent of an intermediate class between the second and third: in other words, between the class the minimum salary of which is \$400, and the class the minimum salary of which is \$1,100.

525. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made? There should be a rule to that effect; but it should also be possible for a clerk at any time after appointment to qualify himself for the performance of some particular duty, such as shorthand writing or typewriting, and on passing an examination on the subject to receive the same consideration as if he had so qualified himself before appointment, provided always that the optional subjects in which he so passes are directly incident to the duties of his office.

526. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—Any recommendations I have ever made for increases of salary have been made with due consideration. As to the statutory increase of \$50 per annum, I have in the course of my experience consulted various members of the Government and various deputy heads of the public service, and they have all agreed with me in considering the Civil Service Act as meaning that the increases shall only be withheld as a sort of punishment for gross inefficiency or misbehaviour.

527. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—It might be convenient in relation to the keeping of the accounts but the principle would have nothing else to recommend it.

528. Should there be general preliminary examinations for all the departments, or should there be special preliminary examinations for each department?—If the competitive system is not to be adopted, there should be a special examination in addition to the qualifying examination, which would test in a preliminary way the special fitness of the candidate for the work of the department in which he desired to be employed.

529. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The selection has generally been made in the Department of the Interior by the Minister.

I have never reported against any official during the term of probation, but then nearly all the clerks in the department have served terms of considerable length as extra clerks before being placed on the probationary list mentioned in this section of the Act, and therefore their qualifications have been previously well tested.

530. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Nearly all the employés of the Department of the Interior who have professional or technical qualifications are paid out of the appropriation for surveys, the work which they are employed to do at headquarters being as

necessary to the completion of the surveys as is the work in the fields. They have almost all qualified themselves for Government employment by passing the Civil Service examination as well as by their previous professional training for the special service in which they are engaged.

531. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—For reasons to be hereinafter stated, I think it is desirable to have promotion examinations.

532. Have promotions in your department been made only when vacancies were to be filled or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—The promotions in the Interior Department have chiefly been made when vacancies were to be filled, but it has often happened also that an officer has been promoted while still performing the same duties as he was performing when in the lower grade and merely because he had arrived at the maximum salary of his class.

533. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I know of no useful object to be accomplished by making this estimate.

534. If promotion examinations are deemed desirable, should the officers earning the highest number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—While I am in favour of the competitive system for original appointments, assuming the same rules to apply as are at present in force in regard to the Civil Service of Great Britain, I do not think that the officers earning the higher number of marks in a promotion examination should be the successful candidate for that reason alone. He might be able to pass such an examination very successfully, but might not be possessed of the personal qualifications which would enable him to exercise efficient control over the clerks who might, in case of his promotion, be placed under him. If, however, the deputy head were to continue, as at present, to have the power of giving marks for qualifications of this description, and no officer would be eligible for promotion who fell below the prescribed standard in subjects upon which the deputy minister awarded the marks, I think the competitive system ought to prevail. There should, however, in my opinion, be a special examination for each vacancy as it arises: and the fact that a candidate had passed the promotion examinations for one vacancy, should not make him eligible for another. The promotion should in that case follow as a matter of right, and should be made by order of the Civil Service Commission, if such a commission were appointed. Otherwise, concurrence by the head of the department in the report of the deputy head should be sufficient. Generally, it may be said that the deputy head is the best judge as to who should be promoted to a particular office, and that he has a greater interest in having the right man promoted than anybody else, because if he is surrounded by inefficient men his own efficiency will be seriously impaired; whereas if he is properly assisted and supported by those next him, the opposite result will follow, and he will fail only if he be personally inefficient. But deputy heads, like other people, will have their preferences, and in order that promotion may not follow merely as the result of such a preference, but may be based upon merit and capacity in every instance, I think the merit and capacity of the candidate for promotion should be tested by competitive examination so far as that is possible.

If any promoted clerk prove incapable at any time subsequent to promotion there should be some provision by which he could be superseded, and his promotion cancelled. But the power to do this, no matter by whom exercised, should be surrounded by every possible safeguard.

535. Should not promotions be made by Order in Council?—All promotions in the Department of the Interior have been made by Order in Council. If, however, a permanent Civil Service Commission of the kind already indicated were appointed, it should be the duty of the Commission to make the promotions after examination.

536. Did the head of the department ever reject any man who has been promoted? Has any officer in your department after being promoted turned out to be incapable and

was the attention of the head of the department called to the case, and was such promotion cancelled? The power of rejection provided for by clause 43 of the Civil Service Act has never been exercised in the Department of the Interior; and while some officers who has been promoted have not wholly fulfilled the expectations which were formed of them while they were serving in the lower grade, there has been no instance in which the want of capacity has been sufficiently marked to justify the cancellation of the promotion.

537. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No; but some have obtained promotions, as already indicated, without having imposed upon them duties of the nature for which I certified they were fit.

538. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—Yes.

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

540. Are exchanges ever made for the convenience of officers and not for the benefit of the department concerned? Most of the exchanges of which I have had experience have been for the benefit of the department, but some undoubtedly have been for the convenience of the officers.

541. Should the temporary clerk or writer class be extended, or limited, or abolished? Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class? State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I have dealt with this question in my answer as above.

542. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Latterly upon the report of the officer in charge of the branch in which the employment is given, followed by personal enquiry by myself.

543. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of the persons who are on such lists?—Up to a comparatively recent date the extra clerks in the Interior Department were paid out of the Dominion lands income appropriation, payments made from which it was understood were not controlled by the Civil Service Act. The extra clerks accordingly were largely selected without regard to age, or whether they had passed the examination or not, and I may add, that they were not selected by me. No new selections have been made since it was decided by the Minister of Justice that the Act does control these payments. I should add that the services of all extra clerks who were not in the employment of the department in 1882, and who were not qualified for employment by having passed the examination, have been dispensed with.

544. Have you any women clerks employed in your department? Are they generally efficient and are there any branches of your department in which women clerks could be exclusively employed?—Yes, there are in the department nine permanent and four temporary women clerks. Generally they are efficient, but as they are employed in exactly the same work as men, I cannot say that there is any branch of the department in which they could or should be exclusively employed.

545. Should there be a general provision for equal leave of absence for all classes or should not, length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The responsibility of the office occupied should, in my opinion, be a very large factor in governing the extent of the annual leave.

546. Should not leave of absence be compulsory?—Assuming that the principle is conceded that leave is given not in the interest of the officer himself, but in the interests of the service, and because a certain period of relaxation is necessary to good health and to enable a man to perform his duties satisfactorily, I think that leave should be compulsory.

547. Should there be a limit, and if so what, in the case of leave on account of sickness?—I think it should be a rule that in cases of sickness, not the result of indiscretion or bad habits of life, and on presentation of a medical certificate as at present, a clerk should be entitled to one month's sick leave with full pay. At the end of that time if he produces a proper medical certificate that he is unable to resume his duties he might have further leave for a period not exceeding 12 months on half-pay. At the end of that time if still unable to come back to work, the clerk should either receive a retiring allowance or be superannuated, according to circumstances. I know of men occupying very responsible positions who have been obliged to be absent for lengthened periods from ill health resulting wholly from their devotion to the business entrusted to them. Probably however, if the annual leave were compulsory, illness and prolonged absences from this cause would be rendered less frequent.

548. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise? Not to any appreciable extent.

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

550. Should there be a system of fines for small offences?—I think a man's pay should be subject to deduction if he absent himself without leave or is guilty of breach of discipline, drunkenness during office hours, or of any such irregularity of that class.

551. Is it advisable to re-instate an official who has resigned his appointment, without the recommendation of the deputy head?—No.

552. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—If he has been absent from the department for more than a year, I think he should be required to pass an examination which would test his competency, and furnish certificates of good health and as to his behaviour during the interval. It would not, I think, be necessary to re-appoint at the same salary, although if he were entrusted with duties of equal responsibility, and his pay when he resigned was not out of proportion to the importance of those duties, he should be re-instated at the same salary.

553. Do you strictly observe the law regarding the attendance books? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law is observed as strictly as is possible. The chief clerks in charge of branches do not sign the attendance book, because each head of a branch is furnished with a book in which is recorded the attendance of his staff. I have found it expedient and indeed necessary to adopt this plan, and since the responsibility for the attendance of those under him is placed upon the officer in charge, I have not considered it advisable to require him to sign himself. There are also some officers such as the Geographer, the Chief Astronomer, and the Chief Inspector of Surveys, whose duties require them to be absent from headquarters for considerable periods, and much of whose work has to be done outside of the office and without respect to official hours, in regard to whom the fact that they do not sign the attendance book would be no indication that they were not properly performing their duties.

As to those late in attendance, all that has been necessary so far has been to caution the offender. Nobody has been persistent in coming late.

I must say, however, that I regard the existing Order in Council as fixing ten o'clock as the hour of attending in the morning, although 9.30 is mentioned. It would tend to promote prompt attendance if the hour were definitely named.

554. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—I think the provisions of the Act could be greatly simplified. I do not profess to be able to understand it, and I have found that the deputies of other departments labour under the same difficulty.

555. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Yes, very grave difficulties have arisen. The department has been charged from time to time with the conduct of

business which had no necessary relation to the general work of the department, for which no provision is made in its organization, as for instance the business arising out of the appointment of the Half-Breed Commission in 1885, 1886 and 1887; the distribution of military bounty scrip and land warrants granted to the volunteers actively engaged in suppressing the half-breed rising of 1885; the distribution of seed grain to settlers in the North-West Territories in 1886, 1887, 1888 and 1890, and the repayment of the same; and the adjustment of rebellion losses claims. These were all services for which no provision could have been made in advance, and the enormously increased volume of business had to be despatched by the regular staff. In consequence of the provisions of the Civil Service Act, which were considered by the Auditor General and by the Government to preclude the possibility of directly remunerating the permanent clerks for their increased work and responsibility, the Minister of the Interior and myself had to choose between finding the means of compensating these officers to some extent or permitting the business to remain undone to the discredit of the Government and the annoyance and loss of the public. I can quite understand the necessity for forbidding the payment of extra moneys to permanent officials for services which are incident to their daily duties, and which, if they are reasonably industrious and competent, they can perform within office hours. I can even understand that when occasion requires it should be in the power of the Government to order a clerk to remain in his office after the regular office hours; and when extra hours of service are constantly required at certain fixed periods every year, it could be made part of the terms of the engagement that this service should be performed for the ordinary salary. But where, as in the instance I have mentioned, the extra labour imposed upon an official is not in any way connected with his ordinary duties, could not have been anticipated by himself or by the Government at the time of his engagement, and must be performed by him in order that it may be done satisfactorily, then I can see that to require him to do so without suitable remuneration is unfair and unreasonable, and that if the responsible head of the department finds himself compelled to avail himself of the services of a permanent official for the performance of pressing and important extra service, it should be in his power to remunerate the officer for his services directly and at once. Of course it may be said that this could be done in the cases to which I refer if those who performed the service had been willing to wait until Parliament had specially voted the money for them. Experience leads me to the conclusion, however, that the men upon whom the responsibility and the labour is thrown in such cases would not be satisfied to take the chances involved if that course were pursued, and that if they did the work at all on that condition they would do it under compulsion.

556. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department or of any branch or of any officer of your department been varied?—Except in special instances mentioned, no radical changes in the character and extent of the service required in the Department of the Interior, have occurred since the passing of the Civil Service Act.

557. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment, or from advanced age or from bad habits, are ineligible for retention in the service?—There are a few cases of that kind, but I think they are in proportion not more numerous than would probably be the case in any commercial establishment of the same size.

558. Are the number of persons employed in your department out of proportion to the increase of work?—If the services of the comparatively small number of inefficient men in the department were dispensed with, the number of persons employed would bear a very reasonable proportion to the amount of work done.

559. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks; and has the rate of the remuneration of these temporary clerks, been increased from time to time?—See answer as above.

The remuneration to temporary clerks in the Interior Department has been as a rule, \$1.50 per day, and where increases have been granted they have not been invariably in consideration of or in proportion to, increased usefulness.

560. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes that had been found inconvenient or impracticable and that would lead to any irregularities?—My answer to a previous question would largely answer this one, except that I consider that the provision of the law which permits appointment only at the minimum salary of any class is a direct inducement to irregularity, not of the kind which would be in violation of the law, but none the less an irregularity. Several cases have arisen in my experience where the services of a suitable clerk for a particular service could have been secured for \$800 or \$900 a year. That salary not being the minimum of any class, could not be paid, and the temptation to secure a desirable official even at the minimum of the next higher class, in other words, at a salary much beyond his actual worth as the minimum salary of the lower class would be below it, was undoubtedly a very strong one. I think the law should be amended so as to remove that temptation.

561. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—The competitive system has been found in England and the United States an efficient check upon the admission of ineligible candidates, not more than two per cent of those who have been admitted to the Service of the United States after competitive examination having been found subsequently to be unfit for the Service. I have little doubt that the same results would follow in Canada. I think such power should be given to a permanent board of Civil Service Commissioners as would enable them on good cause being shown by the permanent head to relieve the departments of useless clerks. Also to exchange useful clerks from a department in which their services are not required to another department or departments where they are needed.

562. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—I do not think it is practicable, and therefore not desirable.

563. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—In my opinion six hours would be a reasonable day's work for the majority of the clerks employed in the routine duties of the Department of the Interior. The hour of attendance in the morning is now practically 10 o'clock. I think 9.30 a.m., should be definitely fixed instead, that one hour should be allowed for lunch, during which it should be understood that the whole staff would be out of the department, and that 4.30 p.m. should be substituted for 4.00 p.m., as the general hour for stopping work.

564. Have any abuses prevailed in your department as to the length of the working hours?—Undoubtedly the effect of existing rules has been that while industrious and zealous officers never leave their offices until the day's work is done, whether that be 4, 5, 5.30 or 6 p.m., and when occasion requires they return at night, the careless and inefficient, on the other hand, imagining their hours to be fixed by the Order in Council make it a rule to come as late and go away as early as possible. They never remain after hours unless specially requested to do so, and I have found that extra hours of service unwillingly rendered are so unsatisfactory that latterly I have rarely called for them. This results in a practical abuse, which would not exist if the power of a deputy head were at all proportioned to his responsibility in this relation.

565. Is it desirable that officials should leave the departments for luncheon?—Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—The officers do not all leave for luncheon at the same time. I think they should be compelled to do so. They would benefit in health by the relaxation; the offices could be thoroughly ventilated in the

middle of the working day, and if the public only understood that during a specified hour no one would be expected to be in the department, they would govern themselves accordingly.

The length of time given for luncheon at present is not in excess of one hour,

566. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—I take care to ascertain that the length of service stated in the schedule furnished to the Secretary of State's Department is correct as far as the means of informing myself are at my disposal. I have never regarded the service recorded in the Civil Service list, as having any relation to the service which would be counted for superannuation.

567. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I have taken care that they should know generally. The spirit of the order is not generally observed, and more than once I have called the attention of the Minister and of the official concerned in the infraction.

568. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—I think it would be desirable, if it were possible, to reimburse actual outlay, but experience shows that the system is not so economical as a fixed daily allowance, and therefore on the ground of economy alone I think a fixed daily allowance is preferable.

569. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate and to what extent?—The same allowance for travelling expenses is made to all classes of officials in the inside service. I do not discriminate because I do not think I have the power to do so. The allowance is regulated by Order in Council.

During the last fifteen years I have served in all grades of the public service, from that of junior 2nd class clerk up to that of Deputy Minister, and I can testify from personal experience that a junior 2nd class clerk and a deputy head of a department cannot travel upon the same allowance.

570. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—In my opinion it is necessary not only in the interests of the service but in the interests of the public. I know of no reason why its application should not extend to every permanent officer in fact, the smaller the pay, the greater necessity for some provision of the kind.

I have no change to suggest in regard to the inside service of the department of the Interior, as to the class of officials to whom the Superannuation Act should apply; and as the order of reference to the Commission includes the service at headquarters only, I understand that my views in regard to the outside service are not asked for.

571. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I think that up to fifteen years, a provision by which a retiring official should receive a lump sum equal to one month's salary for each year of service would probably be fair both to the public and to the official.

572. Do you consider as a rule the age of 60 years to be a proper one for retirement?—I would consider 60 years a proper minimum age for retirement, but if the official is in the enjoyment of good health and perfectly fit for the performance of his duties, I do not think it should be compulsory at that age; and as to service after 65 years of age, the provisions of the Order in Council of the 1st December, 1870, would seem to me to be sufficient, although, to the best of my knowledge and belief, that order has been openly disregarded.

573. Do you deem it desirable to have all the officials retire at a certain age, and what would be your view as to that age?—See answer as above.

574. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Yes, if my view that the superannuation abatement should be made sufficient to sustain the superannuation fund were adopted, and the clerks became entitled as of right to what is now apparently accorded as a matter of grace on the part of the Government, I should say that any member of the Civil Service should be entitled to retire at any time on giving due notice, but that the retiring allowance should be greater in the case of one who leaves on account of ill-health than where a man leaves to enter more profitable employment. I believe that every public servant ought to have the option of retiring at 60 years of age in any event.

575. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such a provision by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—Any term to be added—not in any case to exceed ten years—to the service of any official should be a term agreed upon at the time he accepts employment. Even under this rule, the addition should only be made in the case of special and technical officers who may be appointed after 25, and the Government should be required to contribute to the fund a capital sum equivalent to the value of ten years or less added.

576. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished, or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the Service after the age of thirty years, and who never did anything but clerical work?—In the Interior Department the additional term where granted has been granted solely to persons appointed to high offices for technical qualifications.

577. Do you consider it proper that abatement for superannuation purposes be deducted from the salary? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage, in order to provide (a) that if no superannuation takes place through death or any other cause, the official, or his representative, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—In the interests of the clerks, I consider that the superannuation fund should be self-sustaining, so that every man who is to receive benefit from it should receive that benefit as a matter of right and not as a matter of grace or favour. Whether the present percentage is sufficient or not it would be impossible without a thorough examination and actuarial calculation to decide, as so many people are deriving large yearly allowances from it whose contributions have been little or nothing.

578. Would it be desirable to have a system of insurance in connection with superannuation?—Yes; so that on the death of an official some provision should be made for his family; but in that case it would not be desirable or possible to pay back to his representatives the abatements deducted from his salary. If the fund were self-sustaining there could be no objection to granting a commutation in lieu of superannuation, wherever preferred, subject to regulations as to condition of health and chances of life at the time of retirement.

579. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—If the fund were self-sustaining and every man were to be entitled as of right and not as a matter of grace or favour, nothing should deprive him of his right except conviction by a court of law of some crime or misdemeanour.

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

581. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—If dismissed to promote economy solely, and before the age of sixty years, I think a term of years might be added, not exceeding ten years and not making a greater total than the officer would be entitled to had he served to sixty years of age; but, assuming the fund to be placed upon a self-supporting footing, the Government should in consideration of the economy effected by his retirement make a contribution to the fund equal to the term of years added. Usually, a capable official could with advantage be exchanged into another department if his services were not needed in that where for the time being he is employed; and retirement to promote economy solely need only be resorted to rarely.

582. When once the superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—No.

583. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—I have already suggested that the fund should be self-supporting; but if it were not considered advisable that the Government should contribute to the fund on the principle suggested in a previous answer, then I think the Government should ask Parliament to make an annual contribution to it which would justify them in adopting measures from time to time for the promotion of economy by the retirement of officials as mentioned above. The only other suggestion I have to offer is, that if the fund is not made self-supporting and the Government should continue to manage it, granting superannuation merely as a matter of grace and favour, then I think no superannuation deduction should be made, since the system is one which is operated principally in the interests of the public and only in secondary degree in the interests of the service.

584. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—The department is divided into the following branches:

Secretary's branch.—John R. Hall, Secretary.

Surveys branch.—E. G. D. Deville, Surveyor-General.

Land Grants branch.—W. M. Goodeve, Chief Clerk.

Accounts branch.—J. A. Pinard, Accountant.

Ordnance and Admiralty lands, Wm. Mills, first-class Clerk.

There are the following subdivisions of the Secretary's branch:

Registration of correspondence and charge of Timber and Mines.

In the Secretary's branch there are altogether 52 clerks, and their duties are as follows:

1 Chief Clerk, secretary.

1 1st Class Clerk, assistant-secretary.

1 do registrar of correspondence.

1 do in charge of Timber and Mines office.

1 do correspondent.

1 do Law Clerk.

1 2nd Class Clerk, At present Minister's private secretary.

1 do In charge of School lands.

1 do In office of registrar of correspondence.

1 do Deputy Minister's secretary.

1 do attached to Lands Grants branch.

1 do attached to Accountant's branch.

3 do correspondence generally.

1 3rd Class Clerk attached to Lands Grants branch.

1 do attached to Accounts branch.

2 do attached to Timber and Mines branch.

9 do in Registrar's office.

-
- 7 3rd Class Clerk correspondence generally.
 9 do shorthand writers and copyists.
 2 Temporary Clerks, correspondence generally.
 4 do copyists.

Survey Branch.

- 1 Chief Clerk, Surveyor-General.
 1 do Chief Astronomer.
 1 1st Class Clerk in charge of draughtsmen.
 1 do in charge of Geographic Nomenclature.
 1 2nd Class Clerk, lithographer.
 1 do draughtsman.
 1 do correspondence clerk.
 Messenger.
 Extra clerk (for want of a better designation) Chief Inspector of Surveys.
 2 Extra Clerks, photographers.
 1 do book-keeper.
 4 do lithographers.
 14 do draughtsmen.
 4 Extra Clerks, printers.

Land Grants Branch.

- 1 Chief Clerk, in charge of branch.
 1 1st Class Clerk, assistant.
 1 2nd Class Clerk, general business.
 1 do copying patents.
 1 do cash sales' book, &c.
 1 do Railway and Hudson's Bay Co.'s grants.
 1 3rd Class Clerk, time sales ledger.
 1 do Manitoba Act and Canada Pacific Railroad right of way.
 1 do engrosser.
 1 do patents and fiats.
 1 do correspondence.
 1 do entering and posting returns.
 1 do Half-breed correspondence, &c.
 1 Extra Clerk, draughtsman.
 1 do file recorder.
 1 do draughtsman and plotting fiats on plans.
 1 do sending patent notices, &c.

Accounts Branch.

- 1 Chief Clerk, accountant.
 1 1st Class Clerk, assistant accountant.
 1 3rd Class Clerk, ledger keeper.
 1 do correspondence.
 1 do assistant ledger-keeper.
 1 do record clerk, &c.
 1 do script record, &c.
 1 Extra Clerk, bank accounts keeper, &c.

Ordnance and Admiralty Lands.

- 1 1st Class Clerk, in charge of office.
 1 2nd Class Clerk, accountant.
 1 3rd do in charge of papers.

Subdivisions of Secretary's Branch,—Registration Branch.

- 1 1st Class Clerk, in charge of office.
- 1 2nd Class Clerk, indexing and general supervision.
- 2 3rd Class Clerks, précis writers.
- 2 do registrars.
- 2 do indexers.
- 2 do getting out and putting files away
- 1 do attaching papers to and charging files.

Timber and Mines Branch.

- 1 1st Class Clerk, in charge.
- 1 3rd Class Clerk, book-keeper,
- 1 do stenographer.
- 2 Extra Clerks, draughtsmen.
- 1 Chief Clerk, geographer.
- 1 1st Class Clerk, keeper of survey records.

There are in Manitoba, the North-West Territories and British Columbia, 16 agencies of Dominion lands, and 5 Crown timber agencies. In four of the latter, however, the agent of Dominion lands acts also as Crown timber agent. These agents are authorized to receive moneys paid on account of sales and leases of public lands, the timber and hay thereon and the minerals therein. For each sum received, the agent gives a receipt, the counterfoil of which is sent to the head office. Monthly statements of the sums received are rendered to the head office, with a copy of the cash-book, and these after being checked are transmitted to the Auditor General. The forms of receipt bear consecutive numbers. The agents also make weekly returns, giving the details of each land transaction. They make daily deposits of the sums coming into their hands, in the nearest chartered banks authorized for the purpose by the Department of Finance. The only exception to this rule is in cases where the receipts do not amount to \$25 in the course of the day, when the agent is permitted to delay depositing until the sums in his hands aggregate that amount. The bank receipts are forwarded in duplicate to Ottawa, and one set of the duplicates afterwards transmitted to the Department of Finance. There is an officer styled the Inspector of Dominion Land Agencies, whose duty it is to visit each agency several times in the year and examine carefully the stubs of the receipt books, &c., and compare them with the entries in the books and make such enquiries and investigations as he may think necessary to the proper checking of the accounts. He reports the result of each inspection to the Deputy Minister and the Commissioner of Dominion Lands.

585. Give a general idea of the method employed in controlling the expenditure of your department?—No payment is made by the department except upon the certificate of the proper officer, that the services charged for have been performed, and that the money is due, and a certificate from the accountant that he has examined the accounts and found that the items are correctly calculated; after which the account is examined by myself with a view of judging whether in view of the certificates mentioned and of the whole facts of the case, the money is properly and legally due. Having satisfied myself upon that point, and also that there is a parliamentary appropriation out of which the payment can legally be made, I mark the account with my approval, and an official cheque is issued for the amount of the account.

586. What system of purchase is adopted in your department?—Except for trifling sums paid for towels, soap, brushes, &c., no purchases are made at headquarters. Surveyors are permitted to make their own purchases of tents, horses, &c.

586½. What is the system followed in the issue and receipt of stores?—No stores are issued by the department,

587. How are contracts generally awarded in your department?—Contracts for surveying are awarded to surveyors of known skill, ability and probity. The rate per mile, according to the character of the country surveyed, is regulated by Order in

Council, and the accounts are paid only after inspection by the Inspector of Surveyors, except in the case of isolated surveys, where the cost of inspection would be out of proportion to the contract price.

588. In addition to his salary is any official in your department (or House) in receipt of any additional allowances or perquisite, and if so, please state particulars?—The following members of the Survey staff of the Department of the Interior are also members of the Board of Examiners for Dominion Land Surveyors, and in 1890-91 they were paid, by the direct authority of Parliament, the sum set opposite their names :—

E. Deville, \$40.

W. I. Dufresne, \$148.40.

W. F. King, \$90.

P. B. Symes, secretary, \$90.

A. H. Whitther, \$50.

589. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—It would be possible to readjust the expenditure for services, so as to increase the efficiency of the staff but not to materially reduce the gross sums expended. There are some officers receiving much less than they are entitled to, while others are being paid more; but even if these inequalities were rectified in a just and equitable way, there would not be any material reduction of the expenditure for services.

590. In your department have any abuses prevailed in connection with the supervision of payments?—I am not aware of any.

591. Have you any suggestions to make with a view to possible amendments of the Audit Act?—The Audit Act appears to be so construed that payments may be made either before or after the audit by the Auditor General. The Act also makes the deputy heads responsible for the payments made through their respective departments, which would seem to be construed as dividing the responsibility between them and the Auditor General, when the audit has been made before payment. There can, in my opinion, be no divided responsibility in a matter of this sort. It is clearly proper and necessary that the officer permanently in charge of a department should be held responsible for the money expended by that department, and it does not, as I understand, really relieve him of any portion of that responsibility, nor should it so relieve him, if the account is audited by the Auditor General before payment is made. It does, however, involve frequent delay and consequent inconvenience, since the Auditor must necessarily to a large extent govern himself in making this audit by the exigency of his own office rather than by the requirements of the paying department. I have very little experience of this class of payments myself; indeed so far as they exist now in the Interior Department they may be said to be confined to the monthly pay list; and as, by arrangement between the Auditor and myself, this pay list is furnished to him in good time to admit of a proper audit before pay-day arrives, no delay or inconvenience arises. At the same time I think that the general principle should be adhered to, that it is the duty of the deputy head of the department making a payment, to audit his accounts and make his payments in the first instance on his own responsibility, subject of course to such criticisms and reports to Parliament as the auditor may think fit to make afterwards. This is the system in force in Great Britain.

592. Do you think the salaries of all deputies should be the same?—I think that those who have more important duties to perform should be paid a higher salary than some of the others.

593. How many chief clerks have you?—The Secretary, the Surveyor General, the Chief Clerk of the Land Patenting Branch, the Accountant, the Chief Astronomer and the Geographer.

594. Have you more than necessary?—No, I do not, however, count the two technical men—the Chief Astronomer and the Geographer—as being chief clerks in the ordinary acceptance of term.

595. They are made chief clerks in order that their pay may be in a measure commensurate with the duties they perform?—Yes.

596. Do you think that a sufficient remuneration is made to the Astronomer for the work he performs?—I do not.

597. Should the first-class clerks in each department have distinctive duties?—Yes.

598. Are there any first-class clerks in your department who are doing work that could be done by second-class clerks, or third-class men who have become first-class clerks merely by lapse of time?—No.

Should the annual increase of salary to first-class clerks be alike, or would you make any difference?—I would make a difference. I think that the increase should be much more rapid in regard to some than in regard to others.

599. In regard to these increases generally do you think that the rules should be reversed, and that the increase should be given as a reward of meritorious service rather than withheld as a punishment for neglect of work?—Yes.

600. Did we understand you to say in your statement that the increases were now given as a rule, and were withheld only as a punishment?—Quite so. I think the rule should be reversed, and that they should only be given as a reward for efficiency and good work. I have an idea that if perhaps the annual increasement, whatever it is, were provided in the estimates for only one half or three fourths of the clerks in each division—that is to say the first, second and third class—and given to those only who best deserved it in a particular year, that would probably rectify the difficulty.

601. But care should be exercised that the increase should not be given as a matter of favouritism or through political influence?—Oh, yes. I think that is one of the matters that ought to be regulated by the Civil Service Commission, if one were created.

602. There should be some plan devised whereby the increases should be given as a reward for merit only?—Yes.

603. Do you think the number of second-class clerks should be limited?—Yes.

604. And that the duties of the office should be distinctive?—Yes.

605. Are there any second-class clerks in your office doing inferior work or holding rank from length of service only?—Some hold rank from length of service only, and are doing just the same duty as third-class clerks.

606. Should you apply the same rule to the annual increases to second-class clerks that you have indicated in regard to the first?—Yes.

607. Are appointments other than appointments to fill vacancies in your department made only upon requisition of the heads of branches?—There may not have been a formal requisition in such cases, but the appointments have always been made as the result of representations made by the heads of branches. I am speaking of the permanent inside service, not of the service charged to the Dominion lands income appropriations. There the rule was to the contrary, appointments were made chargeable to that fund without any requisition from the deputy as the Civil Service Act was not supposed to govern.

608. Do you think that the deputy head, among other powers, should have the power to suspend any one?—Without that power I may say he has no control over the staff.

609. You think that the attendance book should be closed up at 9.30 in the morning?—Yes. There should be an hour for lunch and they should be allowed to go at 4.30, subject always to the right of the deputy to call for extra hours' work.

610. In the ordinary line of business such a call would not be a cause for extra pay?—Not usually, although it must be said that when some employes outside call upon men for extra time they give extra pay.

611. Do they when taking stock, closing books and all that sort of thing?—I believe not. I think that a bank clerk and a man in a like establishment are called upon to do extra work without extra pay, when the extra work is of the kind you indicate.

612. Do you think the doors should be closed to the public at 4 to enable the men to finish their work for the day before they go?—Yes; although I would keep the men till 4.30, if it were possible I would close the doors at 3.30, so as to give an hour to close the day's work. At present there is great objection to the practice of leaving the doors

open till 6 while the men go out at 4. The corridors in the Department of the Interior are full of departmental papers which are exposed and the offices are empty but are not locked, and the whole public have free access to the building.

613. But there is the advantage that no one knows what the paper is? I do not know about that. Whenever we write a letter to a correspondent we ask him in his answer to be good enough to refer to the number and reference on our letter. Now, suppose he has an interest in having the papers in that case destroyed, these numbers are all marked in clear figures upon the face of the box containing the paper exposed in the corridors, and he would have no difficulty in finding them. I look upon that as a great danger to the public papers.

614. You place them in the corridors because you have not room in your offices? That is it. We are getting that rectified for the time being, but these papers grow at an enormous rate and the space being made available will soon be over-crowded with them.

615. In allowing officers an hour for a lunch, do you think they should sign the attendance book on their return at 2 just as they sign at 9.30 in the morning?—Yes.

616. Could you tell us the number of men in your outside service?—I would not undertake to say at a moment's notice just how many there are, but I will have a statement prepared and presented to the Commission.

617. How large a staff has Mr. Smith at Winnipeg, in the land office there?—The best of my recollection he has a dozen men.

618. Are any of them under the Civil Service Act?—No, our outside service is not scheduled.

619. Are any of them under the Superannuation Act?—Yes.

620. Nearly all?—No, I will furnish a statement covering that point also.

621. Mr. Smith is himself so scheduled?—Yes, and some of the higher officials in his office.

622. Will you prepare a statement of the land office establishment at Winnipeg and expenditure, and showing the extent and expense of your outside service?—I will.

623. In regard to the lithography that you do in the Department of the Interior, you think that that branch could be handed over to the Queen's Printer's Department, provided they would do promptly whatever work you wanted done?—Yes, provided they always gave our work the preference.

624. The reason of your establishing a branch for lithography was that you could not get the work done promptly?—We could not get it done at all in such a manner as to permit the lands to be dealt with promptly after survey. Before the establishment of this office, the township plans were reproduced by photo-lithography and the work was done in an establishment in Montreal, the best equipped in Canada for that kind of work. It was found impossible however to produce the plans at a sufficiently rapid rate to admit of the lands being dealt with at the several land agencies promptly after the completion of the surveys; and this rendered the establishment of a lithographic office in connection with the service a necessity. Now that the survey work has resumed what might be called its normal proportions, it can hardly be said that the printers are as constantly employed as I should like to see them. Therefore I think it would be well if the office were attached to the Printing Bureau, because when not engaged particularly upon the work of the Department of the Interior they could probably be utilized for other lithographic work.

625. Your system was also introduced through motives of economy?—Yes.

626. That is to say, the charge made by the parties outside for lithographing was far in excess of the cost at which you do it now?—Far in excess. I could give you a statement upon that point. I may also say that the kind of information which is put upon the plans under our system is much more extensive and useful than what we got from the plans produced on photo-lithographic principle. Then we only got black and white, but now we get any colours we like. This lithographic office is just now over the Bank of Ottawa. We really want the whole of the space over the Bank of Ottawa for our staff. I do not know that it would make any difference in the rent if we were to remove the lithographic part of the establishment. It does not occupy much room.

627. Coming now to the subject of the men that you are employing, you think there should be a division of the third class with a maximum of \$700, and that those who draw salary below \$700 should be formed into a fourth class?—Yes, for clerical work.

628. Do you think that a class of young men with salaries from \$400 to \$700 would provide you with men who are competent to make precis of letters and such like work?—I think I would put men employed in that kind of work in the third class.

629. Do you think it would be necessary to go as high as the second class?—Not at first. I think that if a man has what you might call a genius for that sort of work, he might as a reward for very good service go into the second class.

630. But it would not be necessary to employ first-class men for that work?—No.

631. Would you tell us how you check receipts of money at the head office here?—If money is tendered at the head office and a person tendering it is one who would not be very much inconvenienced by doing so, I ask him to go to his own bank and deposit the amount to the credit of the Receiver General on account of the particular sale or lot in regard to which payment is to be made. Then credit is given in the books of the department here immediately for that money, and we notify the local agent within whose district the land paid for is situated, so that his books may also contain the necessary entry.

632. You discourage receiving cash at the Department?—We discourage receiving cash anywhere. Wherever it is possible without inconveniencing the public, we try to get purchasers to make payments in the form of deposits to the credit of the Receiver General in one of the chartered banks.

633. But where the money is actually paid into the accountant at Ottawa, he enters it in a daily cash book?—Yes.

634. Does he give receipts with numbered stubs, as in the outside service?—No, he deposits it immediately to the credit of the Receiver General, gets a receipt from the bank in triplicate, sends the original to the man who paid in the money, retains the duplicate and sends the third to the Receiver General.

635. But how can you tell what money your accountant has received in your department?—The accountant himself does not receive the money, but the man who opens the letters receives the money.

636. What check is there on him?—There is always a letter with the enclosure, which is marked by number and stamped, and which in itself forms some check upon him. Mostly all cash received comes through the mail in registered letters and they are all entered at the post office in the departmental register book. Sometimes a letter comes in in which the writer states that money is enclosed but the enclosure has been omitted and then the man who opens the letter brings it to me explaining that there was no money enclosure. He keeps a blotter in which he makes entries of the money he receives and this is turned over immediately to the accountant who initials it. It does not matter whether the money comes in the form of a post office order or a bank deposit or cash; these are all entered into this book and receipted for by the accountant.

637. The money passes through the hands of more than one person in the department?—Yes, and first of all through the man who has charge of opening the letters.

638. Is the receipt given by the person receiving the money to the person who pays it?—The receipt to the person who pays at the head office is given by the bank, but for small sums the accountant gives receipts.

639. Does the person receiving the money give the receipt?—The accountant gives the receipts irrespective of who the person may be who received the money in the first place.

The person receiving the money does not give a receipt?—No; he simply marks in the book that he has received a given sum of money in a letter bearing a given date and numbered and he passes it to the accountant.

640. What is the limit they are allowed to take in money?—There is no limit.

641. Your cash deposits at headquarters all through the year do not amount to very much?—They are small. Nine tenths of all the money paid in is paid at the agencies or comes by drafts, marked cheques, or deposits to the credit of the Receiver

General. Nearly all the money we receive comes to us through the law offices in various towns and cities of the North-West, and the lawyers know how the payments ought to be made. In regard to Ordnance lands, I may say that we make our collections generally by our own officers. Instead of employing agents, we send Mr Mills, the officer in charge, out periodically to Montreal, Kingston, Quebec and other places, where we have property of this class, and he deposits his collections from time to time as he makes them. He also gives receipts from a book prepared officially for the purpose.

642. You have books showing what each person pays in respect to Ordnance lands?—Yes. When a purchaser or lessee makes a payment it is credited to him in these books, and he gets a receipt at once from the officer receiving the money.

643. Will that officer keep a stub?—Oh, yes, each receipt is numbered and has a stub correspondingly numbered.

644. From the answers you have given it is to be presumed you are entirely in favour of a post-audit as against a pre-audit of the accounts. —Yes.

645. Do you think that should be the rule universally?—Yes.

646. That the duties of the Auditor General should be limited to auditing the accounts after the responsibility has been taken, and payments made by the proper officers of the respective departments?—Yes.

647. You alluded to the \$50 increase being kept off as a sort of fine?—Yes.

648. Has it happened that the increase of \$50 has been withheld?—In one case only in the Department of the Interior.

649. After some years the individual received his \$50?—Yes, but he received no consideration for the years he was deprived of it.

650. There was a hiatus of some years?—Yes, there was a hiatus.

651. When he was restored to favour, did he deserve the increase? It was so reported to me. That is to say, that while he was not a better clerk (he was a shorthand writer) than in former years, he was able to read the notes of an officer of the department, who, instead of dictating, sent him his notes in shorthand, and he was able to copy them on the type-writer.

652. Do you think any pecuniary compensation passed in order to obtain that favourable report?—No, I am very sure that none did. I took great pains, while the Public Accounts Committee were making their investigation, to find out whether such a thing took place or not, and I am quite satisfied that nothing of the kind happened.

653. With respect to promotions, you are aware it is a complaint in the public service that there is a discouragement created in consequence of outside men being brought in over these in the service? There would be no ground for that complaint in the Interior Department.

654. If it were possible to educate a second-class clerk so that you would always be in a position without hesitation to recommend him to the Minister to replace a first class man who might be absent, it would prevent that sort of thing which is so discouraging to the Civil Service?—It would.

655. Have you ever thought of that, and is it practised or practicable to have always in view a man to replace a first-class man?—I think it is both practicable and it is practised in the Interior Department. Every office of importance in the Interior Department to-day in the outside and inside service, has been filled by promotion.

655½. In the higher grades?—Yes.

656. Do temporary or extra clerks practically become fixtures, or are they discharged when the use for them has ceased?—They do not exactly become fixtures, but it is a very difficult matter to get rid of them while they have political influence at their back to keep them there.

657. Do they get any extra pay now?—No.

658. There is no extra pay of any kind throughout your department?—No, not now.

659. Do you tolerate beyond reason repeated breaches of conduct through bad habits?—No.

660. Have there not been people of bad habits who have been notified and notified again without effect, and is not that a bad example to other clerks in the department?—I stated this morning that the number of men now on the staff who are not exemplary in their conduct is very small in proportion to the number of the staff.

661. How many hours of service can you count upon from your employes under the present system, taking the lunch time and coming in late in the morning and going out a little earlier than they ought to go?—I think not more than five hours in regard to some of them, but on the other hand they are some who never leave the department until 5 or 6 o'clock.

662. But generally? Generally, I think the clerks in the Interior Department work six hours a day. Those who regard themselves as privileged to take advantage of the provisions of the Order in Council do not work more than five. That is to say, they come in at the last minute in the morning, and go out at the earliest moment in the afternoon, and sometimes occupy more than an hour for lunch.

663. And you have no means of controlling it?—It is very difficult to control.

664. The difficulty arises to a certain extent from the clerks being disseminated in small offices?—Yes, and another difficulty is that the deputy has personally or officially no power other than the power to remonstrate.

665. Have you read the Civil Service Report of 1880?—Yes.

666. And what is your opinion as to its recommendations?—Generally I think they are recommendations that would have been greatly in the public interest had they been adopted.

667. Do you think the contribution to superannuation should be compulsory, that any clerk entering the service who desired to receive the whole of his salary should be compelled to contribute to this superannuation fund?—I think that the payment should be compulsory.

668. It is a contract, and a contract generally requires the consent of both parties?—I think it ought to be made a condition because, otherwise, if the clerk who refused to make his contribution got too old and was unfit for anything else, the generosity of the Government would be appealed to to come to his relief, and either he would be kept in the Service after his usefulness was gone, or something else would be done for him, if he brought the proper influence to bear.

669. Do you think the Government might make a distinction between meritorious clerks after a certain length of service and those who are merely doing perfunctory work with the utmost laxity coming in as late and going out as early as possible and doing as little as they can?—I am afraid it is impossible to do that. My experience is that the less merit a man has as a clerk the more influence he is likely to be able to command.

670. Reverting to what was said as to the sales of lands, how are the unpaid amounts dealt with, the past due amounts?—Every reasonable effort is made to collect them. If the purchaser does not pay after four or five years, the lands are sold again to somebody else, and the payments made by the first purchaser become forfeited.

671. That amounts to a large sum in the North-West?—It does in regard to pre-emptions, but the Government have generally exercised merciful consideration in the matter, and cancellation has been resorted to sparingly.

672. But the line must be drawn somewhere?—Yes; and this year for instance as there has been a good crop we see no reason why the payments should not be made, while when there have been bad crops the Government have taken that into consideration.

673. You seem to be badly off for space in your office?—We are very badly off. The service suffers from lack of accommodation and the health of the clerks also suffers.

674. What offices do you now rent in Ottawa?—The offices over the Bank of Ottawa.

675. Did you succeed the post office people there?—Yes.

676. Those are the only offices you rent?—The only offices we rent now. Another objection to our present quarters is the inflammable character of the upper part of the building, and we have about \$5,000,000 worth of survey records there.

677. And the corridors are filled with boxes?—Yes; these survey records are stored in the third storey, which, as everybody acquainted with it knows, might go up in smoke any day; and that would not only mean the loss of the money which it has cost to make the surveys and collect the information contained in the field notes but would result in confusion in the North-West if those field notes were destroyed. We have also in the same storey the foundation record of title to every acre of land in Manitoba and the North-West Territories, all of which would also disappear. The difficulty would not be so great as to such lands as are registered under the Torrens system, but in regard to the lands in Manitoba if those records were destroyed, the misery and the confusion that would be created could simply not be measured.

678. Have you ever paid any attention to the Treasury Board minute requesting information as to what records could be destroyed?—Yes.

679. You have not forwarded that yet, have you?—I do not remember. I discussed the minute with the late Mr. White, and we came to the conclusion that we could not safely destroy any of our records which with very trifling exceptions, such as requests for maps or something of that kind, had all reference more or less to titles for land, and it would be unsafe to destroy anything that had any reference of that sort, near or remote.

680. Probably a lot of printing becomes useless after your Land Act is amended?—Not exactly useless. We do our best to utilize it by having the forms returned and the necessary changes printed on in red or some equally distinctive colour.

681. Then you have not much waste paper?—Very little indeed.

682. Have any of your staff had more than one trial at the examination before they could pass?—Yes.

683. Is that generally the case?—No; it is the exception, but some had more than one trial.

684. How many signatures are there to the patents for land?—There are four at the present time.

685. What are they?—In the order in which they are put on they are my own, the signature of the Under Secretary of State who signs when the Great Seal is applied, that of the Deputy Governor, and that of the chief clerk of the patenting branch of my own department, who is also Registrar for that purpose under the Dominion Lands Act, and represents the Registrar General.

686. In the Privy Council and Secretary of State's Departments, no record is kept of these patents?—No.

687. Could you show where any saving in this labour could be effected?—Yes; in regard to patents for lands in the North-West Territories where the Torrens system is in force, I think myself a simple notification to the registrar, signed by the Deputy Minister of the Interior and the registrar of patents, that the individual or company, as the case may be, is entitled to specified estate in specified lands should be sufficient. In fact, that system already applies in the Territories by authority of "The Territories Real Property Act" in relation to lands earned by the Canadian Pacific Railway Company and other railway companies as subsidies, and to lands which fall to the Hudson Bay Company under the provisions in that behalf of the Dominion Lands Act.

688. How many patents are issued in the course of a year?—They vary from 3,500 to 4,500. I might say that this provision in regard to notifications to the Registrar in relation to the lands of the railway companies and the Hudson Bay Company has lessened the number of patents because we sometimes include a very large area of land in one instrument.

689. How much do you think the number could be lessened according to your idea?—I could not say without enquiry, because it would depend upon the number of patents issued in the Territories and in Manitoba respectively, but I will let you know.

690. One of your agents became a defaulter?—More than one.

691. There was the Calgary man?—He was the only one who was prosecuted.

692. What was the extent of the Calgary defalcation?—My recollection is that it was in the neighbourhood of \$5,000.

693. You have an inspector of agencies?—Yes.

694. How was the defalcation accomplished without being discovered by the inspector of agencies?—Because the man was dishonest, and I do not think any care on the part of the inspector of agencies would wholly prevent defalcations of that kind. In regard to the Calgary defalcation, however, I called the attention of the inspector to the fact that the returns made by the agent for twelve months previously showed little if any business being done on the part of one particular mill, that is the mill of the Eau Claire and Bow River Lumber Company, and expressed the opinion that this should have suggested to him the necessity of enquiring from the company what payments had been made by them during that period.

695. He made an enquiry?—Yes.

696. How was he blinded then?—He did not make any enquiry of the mill owners. He assumed that the books of the agent showed all the payments made.

697. How did the Company pay the agent—in cash or by cheque?—The payments were all made by cheque.

698. To whose order?—To the agent's order.

699. You have taken steps to prevent a recurrence of such matters?—We have taken additional precautionary steps. Whether they will actually prevent the recurrence I would not undertake to say, because I am afraid, if the men charged with the receipt of money are not honest, they will always find means of getting around the precautions that may be taken. This is the experience of financial institutions all the world over.

700. Do they give bonds?—They are now required to give bonds.

701. That is the only way in which the Government can make themselves absolutely safe?—I doubt whether the bond makes them safe. Take this very case. No man getting \$1,200 a year could be expected to give bonds to cover a possible defalcation of \$5,000.

702. How long had this defalcation been going on?—It was spread over two years.

703. A moderate bond, if the office were sufficiently inspected, would have covered the defalcation?—Yes. One of the things that tended to allay any suspicion in this case was that the returns from the office were on the average what they had been for some years before.

704. He did this deliberately and made no records against himself?—No.

705. Your agencies are very remote from towns?—Most of them are.

706. Birtle and Deloraine and so on?—There is a railway now to Birtle and also to Deloraine, and there is also one to Prince Albert and one to Edmonton. There is none to Battleford. Gradually these agencies are becoming more accessible. It may, however, be assumed as a general rule that when a place becomes thickly populated, the Dominion Lands Agent moves on.

707. All your customers should be informed at the time that cheques should never be made except to the order of the Receiver General?—We always do that.

708. Should you not tell your clerk that if he receives any other cheque it is at the risk of being dismissed?—If he gets a cheque payable to his order in his quality as holding the particular office he holds, he has no other power than to endorse and the bank should not recognise any other endorsement as far as he is concerned, to the credit of the Receiver General. In the case of this Calgary man, if the cheque is made payable to him as Crown Timber Agent, he ought to endorse it as Crown Timber Agent to the credit of the Receiver General.

709. But if he keeps the money?—The bank can refuse to allow him to draw it.

710. The bank cannot do that if it is properly endorsed?—That is true, under existing arrangements.

711. All the bank will ask is the proper endorsement. If he says "I want the money," they cannot object?—I do not think it would be unfair to expect the bank which appeals to the Government for permission to do the Government business to send an intimation to that effect when an agent draws money on any other than a Government cheque instead of simply depositing it. These offices are widely scattered; they

are in New Westminster, B.C., at Kamloops in the mountains, at Calgary on this side of the mountains, at Edmonton, at Battleford, at Prince Albert, at Winnipeg, in Southern Manitoba; they are dotted north and south all along that wide country.

712. This man was the Crown Timber Agent?—Yes.

713. There was a Dominion Lands Agent there?—Yes.

714. Does he not keep the books of the Crown Timber agent as well as his own?—Yes, he does now. We have abolished the Crown Timber agencies and charged the land agents with the business everywhere except in British Columbia, where the timber business is very large.

715. Then, where you have two agents, the Dominion Lands Agent has no responsibility for the other?—None.

716. Your office in Winnipeg is called the Land Board and Commissioner's Office?—Yes.

717. Was that originally established on account of the difficulty of communication with Ottawa on account of the distance before the railway was constructed?—The reasons for its establishment are set out in the Order in Council passed at the time, of which I will supply the Commissioners with a copy.

718. What date was that?—In 1881, I think in December.

719. Some years before the railway was completed to Winnipeg?—Yes.

720. It was not complete at the time of the rebellion?—No.

721. Is not that merely a reference office to Ottawa to a great extent?—There is quite a large amount of business done by the Commissioner directly. All applications for homestead patents are submitted to him, he passes upon the evidence upon which patents are claimed, and all such patents must be recommended by him before they can be issued.

722. But they are issued down here?—Yes.

723. Could not application come direct to the department without the intervention of the Land Board?—It did for a number of years before the establishment of the Land Board.

724. Could not the expenses of that establishment be largely reduced?—That is a very difficult question, and it would not be possible for me to answer it on such a short notice. It has already been considerably reduced.

725. There would be considerable opposition on the part of Manitoba and the North-West to have that removed to Ottawa?—Certainly it is a very great convenience, especially to the lawyers and real estate men in Winnipeg to be able to go there, make their representations to an officer having authority to deal with them, and get the informations they require.

726. There are duplicate books kept?—Yes.

727. And for the convenience of lawyers and real estate men there and that class, we spend about \$30,000 a year?—There are other considerations. The lawyers represent the dealers and claimants of lands to a large extent.

728. Is it convenient to the homesteader, the locatee?—Yes, in many instances it is because he can often appear himself before the Commissioner and make something plain which by mere correspondence he could not, and while he might be able to stand the expense of going to Winnipeg he would not be able to stand the expense of coming to Ottawa.

729. You say there is a great deal of duplication of work between the Land Board at Winnipeg and the department here?—There was, but it has been largely reduced in the last year. There is necessarily a certain amount of duplication which cannot be got rid of. For instance, there are duplicate sets of books in both offices, but the Commissioner of Dominion Lands and myself a year ago last summer made a special visit to the agencies in the North-West and an examination in his own office with the view to reduce all other duplications to the lowest possible dimensions.

730. The work of the land office at Winnipeg could be done at Ottawa?—Yes; but whether the convenience or the people who do business with the department would be sufficiently considered in that case, I am not prepared to state.

731. What is the title of this officer? --The Commissioner of Dominion Lands.

732. Is he a statutory officer, or is he provided for by Order in Council? --The statute says there may be such an officer.

733. Does the statute fix his salary? --No; that is fixed by Order in Council.

734. How does his salary compare with that of the Commissioners of the Canadian Pacific Railway, the Manitoba Northwestern Railway, the Canada North-West Land Company, and the Hudson's Bay Company? --It may be less, but it certainly is not more than in any one of the cases mentioned.

735. And the responsibilities are greater? --Yes, much greater.

736. How many agencies have you? --I think 16 or 17.

737. Are they exclusively Dominion Lands agencies? --In all but one case.

738. They are exclusively agents of the Department of the Interior? --Except the agent at Calgary, who is also sub-collector of Customs.

739. Your agents have not been used as immigration agents? --No.

740. In certain cases, Medicine Hat for instance, there is an immigration agent also? --There was, but not now. We have there an intelligence officer, as he is called, to whom we send from day to day information of the lands which have been taken up within his district the previous day, so that, when people go there to examine lands, they know how far their choice is restricted.

741. You have been over the North-West thoroughly? --Thoroughly.

742. Is it the tendency of the departments, such as Post Office, Customs and Agriculture to establish distinct agencies? --I do not know as to the other departments.

743. Would it not be possible, as in the Australian colonies, to have one man do the work for the different departments until the place becomes bigger? --It might have been possible some years ago, but I do not think so at present. In Brandon we have seven clerks besides the agent, and at Regina I think we have seven or eight, and four or five at Calgary.

744. And all are kept busy? --Yes.

745. There must be a rush in the summer season, as compared with the winter? --Yes.

746. They are not busy all the year around? --We compel them to take their holidays in the winter season, so that they may all be on hand when there is a rush. In this way things are so arranged that they have plenty to do all the year round.

747. How are prices governed as to lands? --The minimum price is fixed by Order in Council, but there is nothing to prevent the Minister of the Interior withdrawing any land from the operation of the regulation, and selling it by private contract or by auction, or dealing with it in whatever way he thinks most in the public interest.

748. How often are these prices altered? --Up to 1879 the price was uniformly --\$1 an acre -- except as to lands fronting on the Red and Assiniboine Rivers, which were \$5 per acre. In 1879 the prices were graduated from \$6 an acre down to \$2, according to the proximity of the land to the then projected railway. That classification was found not to operate well in practice, and in 1881 a re-classification was made under which the regulation price of all lands within a railway belt, that is, within 24 miles on each side of any railway, was fixed at \$2.50 an acre, and the price of lands outside a railway belt at \$2 an acre. That remained until about six months ago, when the price was increased to \$3 an acre all over the country. The country is now pretty well cut up by railways, and there is no longer any reason for making a distinction between lands contiguous to railways and others.

749. That is, lands which are sold? --Yes.

750. But people may obtain a free title? --Yes; by actual residence and cultivation.

751. You have a Dominion Lands capital vote now? --Yes. That is for surveys.

752. You have also a vote chargeable to income? --Yes.

753. You have surveys performed by contract? --Yes; subdivision surveys.

754. Have these as a rule been found correct by subsequent observations? --Yes. In a very small proportion only have they been found seriously incorrect, and that exception applies chiefly to surveys made in 1883 and 1884, at a time when there was

a tremendous demand for making them, and we were compelled to take second, third, fourth and fifth rate men. In 1883, we subdivided thirty-three millions of acres, and we had to avail ourselves of some very poor material in order to get so much work done.

755. Has the incorrectness led to much litigation?—No. We take power to make re-surveys where any serious error is found to exist. That power of making a re-survey has always been exercised with due regard to any man's interest who had made his entry or had a complete title or an inchoate title, I mean by the latter a man who had simply made a payment on his land, but had not paid for it in full and obtained a patent. If we make a re-survey affecting land in this position, we always do it with the owner's consent. If he refuses to consent, the boundary of his holding stands exactly as it was when the entry or sale was made, and the rest of the township will be re-surveyed on the accurate plan.

756. Has there been much revision of these surveys?—Very little. It appears to be larger than it really is, because it has all been done within the last two years.

757. There has been no great charge to the country?—Very trifling so far.

758. You are in the habit of giving advances to these people when they go out?—Yes; we have to do so.

759. That is to the contract men?—Yes.

760. The contract is generally for \$2,000?—We have been limiting them to that in the last few years.

761. You advanced half?—No; only \$500 I think, and that is only advanced to the contractor at Winnipeg or some other place named for the purpose after he has purchased his supplies and organized his party and satisfied the inspector of surveys that he is ready to go on with his contract.

762. The Auditor General's Report of 1890 contains statements of advances of \$1,000?—I think you will find these are old ones or that is the whole sum paid to those men up to the date of the Report. The financial year cuts our business season in two. A surveyor will get \$1,000 or \$2,000 on progress statements as the work goes on, and he cannot account for it finally till the end of the season. He is in the field when the financial year ends, and what is paid up to that date always appears in the Auditor's Report as an advance until finally accounted for.

763. It may be the whole amount he has earned?—Oh, yes. It appeared in this way as if a large sum had been advanced to Ogilvy at one time for which he had not accounted. The truth was he was then within the Arctic circle, and could not possibly account for it; but it was afterwards accounted for when he returned to civilization, and it could not have been accounted for otherwise or sooner.

764. Have you had any defalcations with these contracting surveyors?—Yes.

765. Does it amount to anything?—It amounts to \$12,600, I think.

766. Is there any chance for recovery?—I think not much, so far as most of the amount in arrear is concerned.

767. Were there many defaulters?—Considering the amount expended and the sort of control it was possible to exercise, the amount of the defalcations was trifling.

768. How many contractors were in that condition, speaking roughly?—There must have been as many as four or five in all.

769. Such a thing cannot happen now?—No.

770. There are very few surveys given out by contract?—As few as we possibly can.

771. You find it better to do it by your own officers?—Very much better.

772. You have a staff sufficient to do this work?—They are not in our permanent employment, but we could make up a staff that would do the work far better and cheaper too I am convinced.

773. You pay them by the day and send them out with outfits?—Yes.

774. Recurring to the delinquent contractors, how were they appointed?—Generally recommended by Members of Parliament.

775. They are Dominion Land Surveyors?—They must be.

776. Have you had any defalcations within late years?—No.

777. Within how many years?—As far as I can recollect, none within five years.

778. Generally you recommend that the surveys should be done by the departmental officers?—Yes.

779. During the years that were called the "boom years," the defalcations took place, that is when you had to employ inferior men?—Yes. There was one defalcation since then. A man was overpaid, and discovering that he had been overpaid, he bolted. We sued him and got judgment, but that is all the satisfaction we got.

780. In your Homestead or other Acts, are there any penalties—fines for instance?—No.

781. There are no fines at all in your legislation?—No. We have penalties for cutting timber on public lands without authority.

782. Those are collected? Oh, yes. If not, the timber is seized and we hold on to that.

LUDGER A. CATELLIER, Under Secretary of State was examined.

783. You are the Under Secretary of State?—I am.

784. How long have you occupied that position?—Two years and a month.

785. And how long have you been in the service?—Thirty-two years and a half.

786. Tell us briefly the offices you have held?—I was a clerk for some time, and for seventeen years I was Deputy Registrar General, and after that Under Secretary of State since the 1st December 1889.

787. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—The total number of the permanent staff of the branches which now constitute the department, was in the year 1882, twenty seven, and the cost for the year \$27,754.16. There were then two extra clerks at a cost of \$364.50 for the year. The total number of the permanent staff at the present moment is thirty-two and the cost \$36,900. There are five extra clerks and an extra messenger, at a total cost of \$3,017.50.

788. How should the Board of Civil Service Examiners be constituted and what should be their powers?—The Board should be continued for preliminary and entrance examinations only.

789. Should all appointments be the result of competitive examination? What, if any appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I am decidedly opposed to competitive examination as it would close the door to the poorer classes. Every candidate, however, should be required to pass a certain examination, except for offices requiring special qualifications. As to age, generally speaking 35 is a good limit, but in special appointments age should not be considered.

790. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—Deputy heads should be appointed "during good behaviour" as they would then have a more actual control over the staff. The powers now possessed are ample, provided the deputies are not hampered in the exercise thereof.

791. Should there be any third-class clerks at all? If so, what should be the limitation of salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than a third?—Yes, there should be a third class of clerks. The maximum salary of \$1,000 is not too high, the minimum, however, might be increased to \$500 instead of \$400 as at present. There is no need of an intermediate class between second and third.

792. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Yes.

793. Are the recommendations for increase of salary always made with due consideration, or are they in a very large measure perfunctory?—Yes; I do not recommend the increase of salary unless I consider that the same has been merited.

794. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes; an annual fixed date for all increases is desirable, provided it can be arranged without injustice to those now in the service.

795. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—A general preliminary examination for all departments is sufficient.

796. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Selections are made by the Minister. I have never reported against any probationary clerk.

797. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—The practice has been for the Minister to make the selection; the course prescribed by the Civil Service Act with regard to reports to Council being then followed. No examination has been held in such cases.

798. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations are neither necessary nor desirable and should be abolished. They cannot be made a true test of the fitness of any officer for promotion. The deputy head should be allowed to use his judgment; and his recommendation, concurred in by the Minister, should be sufficient.

799. Have promotions in your department been made only when vacancies were to be filled; or has it happened that an officer has, while continuing in effect to perform the same duties been promoted to a higher class?—Officers with a reasonable term of service have received promotion as a reward and encouragement, without regard to their particular duties.

800. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—No; this estimate is unnecessary and practically useless.

801. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—This question is, in effect, answered in the reply to a previous question. I may repeat, however, that I consider any form of examination for promotion undesirable.

802. Should not promotions be made by Order in Council?—Promotions should be made by Order in Council.

803. Did the head of the department ever reject any man who has been promoted?—No promoted officer has been rejected during my term of office.

804. Have you given any thought as to the desirability of having a junior division or boy copyist class. Do you recommend the creation of such a class?—I object to and do not see the need of a boy copyist class.

805. State generally your views as to the expediency of having a high grade permanent staff and a lower grade writer or boy copyist class?—So far as my department is concerned, no lower grade or copyist class is required.

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

807. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No, I have never given a certificate for promotion which I considered undeserved.

808. Did you ever, in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—No, I have never given a percentage of less than 30 for efficiency.

809. Should not exchanges of position, be made on the report of the deputy heads of the departments concerned?—Yes.

810. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Exchanges should only be made for the benefit of the Departments concerned.

811. Should the temporary clerk or writer class be extended, or limited or abolished?—Temporary clerks are not required in my department. If extra work has to be performed at any time the permanent staff should be called upon to do it, after hours, if necessary.

812. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—No system has been possible, the deputy head being practically without discretion as to the employment of extra clerks.

813. Do you invariably select from the list of passed candidates: if not, are enquiries made as to the fitness of persons who are on such lists?—No; as a general rule, the question whether or not the examination has been passed is not considered, the power to appoint for "special qualifications" being misused.

814. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—No women are employed in my department, and none are required. The only cases in which women have been paid have been for copying done outside.

815. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—As the service is now constituted, I consider a general provision for equal leave to all classes the most desirable. I am of opinion, however, that the period should be extended to one month in each year, and that some of the present statutory holidays should be abolished to make up for the extra week.

816. Should not leave of absence be compulsory?—I do not see any necessity for making either the granting or taking of leave compulsory. The deputy head might be given discretionary power in this respect. However, I consider the law on this point satisfactory.

817. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—The work of the department has not suffered, but the work of absentees has been thrown on other officers.

818. In your department, have any abuses prevailed as to the granting of leave of absence?—Yes. Leave of absence which I did not consider deserved has been granted: for instance, in cases of ill-health caused by outside private work, leave of absence has been procured through influence.

819. Should there be a system of fines for small offences?—I am of opinion that a system of fines for small offences would create a feeling adverse to the harmonious working of the department and would tend to prevent an *esprit de corps*.

820. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—No. The deputy head should certainly have a voice with regard to the reinstatement of any officer who, having resigned, desires to re-enter the service.

821. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Unless the officer re-entering is to perform the same duties as he did before resigning, he should be subjected to some probationary term. As to salary, unless his duties are to be the same, or of similar or higher character, there should be no obligation to pay him the same salary as before.

822. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—Yes. All officers of my department sign the attendance book, except chief clerks, who obtained exemption years ago, but in my opinion they should also sign. I have no complaints of late attendance to make against my staff.

823. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular, in connection therewith?—My ideas respecting the Civil Service Act will have been sufficiently indicated in the replies to the foregoing questions. As a deputy head my experience has been limited, of course, as to the two years which have elapsed since I was appointed to my present position.

824. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—No difficulties have arisen in my department since I became deputy on account of any provisions of the Act.

825. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties in your department or of any branch or any officer of your department been varied?—Various changes have occurred in the organization and scope of the department since 1882, but so far as the branches which it now comprises are concerned, there has been no material change in the duties of the officers, except as regards myself, the Office of Deputy Registrar General which I previously held, and that of Under Secretary of State, which I now also hold, having been united in my person.

826. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits are ineligible for retention in the service?—So far as the permanent staff of my department is concerned, I am quite satisfied, with the exception of two cases, in which I do not think I have been given proper control, but into the particulars of which I do not care to enter.

827. Are the number of persons employed in your department out of proportion to the increase of work?—The increase of the staff has not been out of proportion to the increase of work—in fact, I should be glad of another third-class clerk.

828. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—Although the work has not increased beyond the capacity of the permanent staff, extra clerks have been employed for various periods, and in some cases I have considered their services warranted an increase of pay. One of these extra clerks I should be glad to see added to the permanent staff.

829. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—It is neither necessary nor desirable that officers leaving the department for any purpose during office hours should sign the attendance book on going out or returning.

830. In your opinion, are the office hours, 9.30 a.m. to 4 p.m. sufficiently long, or could they be extended in your department with advantage?—The hours from 9.30 to 4 are sufficient, and no benefit would arise from their extension.

831. Have any abuses prevailed in your department as to the length of the working hours?—No abuse has prevailed in my department with regard to the length of working hours.

832. Is it desirable that the officials should leave the department for luncheon?—It is not desirable that the officials should leave the department for luncheon, although the practice is allowed in my department.

833. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—My officers do not all leave for luncheon at the same time. An arrangement exists whereby the business of the department is not retarded. Each officer has an hour.

834. Do you take care to ascertain that the length of service recorded in the Civil Service is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Care is taken to give correctly in "The Civil Service List" the length of service of my officers. As regards superannuation allowance based on the length of service, I understand that ample check is exercised by the Auditor General's Office.

835. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I believe the officers of my department generally are aware of the existence of the Treasury Board Minute respecting the use of political influence; any infractions that have occurred are known to the Minister, who, in two cases, has drawn my attention to the circumstances.

836. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred? Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—I consider a fixed daily allowance for travelling expenses, as at present, preferable to the payment of actual expenses. I do not, however, consider \$3.50 sufficient for the higher officers. Officers are allowed \$3.50 per day and messengers \$2.00.

837. In your opinion, is a Superannuation Act necessary in the interest of the Public Service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—I consider a Superannuation Act necessary and desirable. Its operation should be general, and not restricted to any class or classes of officials.

838. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—The ten-year term is not in my opinion satisfactory. At least fifteen years is desirable.

839. Do you consider as a rule the age of 60 years to be a proper age for retirement?—As a general rule, 65 years may be regarded as a proper age for retirement.

840. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—I do not think that retirement should be compulsory at any age.

841. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—The question of retirement should be left to the Governor in Council, as at present.

842. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—I consider the provisions of the Superannuation Act to be satisfactory in this respect, except in the limitation; they should apply to all officers of the service when retirement is necessitated by sickness or the abolition of an office.

843. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has either been abolished or who have been retired for reasons of economy; or has the additional term be granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—No such cases have occurred in this department to my knowledge.

844. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? Is so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interests of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the officials or his representatives, should be

reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—I think a deduction for superannuation is desirable, but I think the Act should provide that in case of retirement or death before superannuation can take place the officer retiring or his representatives, if deceased, might reap some benefit from the deductions.

845. Would it be desirable to have a system of insurance in connection with superannuation?—I consider a system of insurance would be beneficial.

846. In cases of dismissal or resignation, in your opinion should the abatements deducted from salaries for superannuation purposes be refunded?—I certainly think that it would be only just to refund the deductions in all cases.

847. In your department, has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—I am not aware of any case in my department in which a diminution of the retiring allowance has been recommended on account of unsatisfactory service.

848. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—Yes; I consider this provision a good one.

849. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—I regard this clause as objectionable and liable to lead to grave injustice. In my opinion, a man who has served the Government so faithfully as to earn a retiring pension should be allowed to enjoy the same without the disquietude caused by the knowledge that his plans for the remaining years of his life may be undone by a recall to the service.

850. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—I have fairly indicated my views on the Superannuation Act in my replies to, and suggestions connected with, the foregoing questions. I would, however, emphasize my remarks with reference to the desirability of providing that, in no case, shall moneys paid in to the fund be lost to the officer or his representative.

851. Is your department divided into branches? Give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them, and describing generally how the duties are allotted in each branch?—The department is divided into three branches: The "Correspondence," "Registry" and "Records." The correspondence branch is in charge of a chief clerk, Mr. Phillippe Pelletier. In this branch, the register of all documents reaching the department is kept, and the course followed in respect to each one entered, until the subject matter is finally disposed of. Each officer has his allotted duties, the total number employed in the branch, including two extra clerks, being fourteen. Mr. Pelletier, the chief clerk, supervises the work of the branch and is responsible to me for its correctness. He directs what action shall be taken upon all letters and documents coming into the department, distributes the work amongst the officers and sees that it is properly done. Mr. Henry J. Morgan, first-class clerk, is employed in the drafting of despatches to the several Lieutenant Governors, important reports to Council and other matters of a like character. Mr. F. Colson, first-class clerk and accountant, has charge of all matters connected with the pay-lists, the entry, deposit, and accounts of departmental fees, the statements to the Auditor General, the drafting of reports to Council in cases of appointments, promotion, or the employment of extra clerks, and generally all matters into which the question of payment or receipt of moneys enters. He also drafts correspondence on all subjects, and more particularly in connection with the administration of "The Canada Temperance Act." Mr. Colson has a thorough knowledge of the department, and acts as a chief clerk in the absence of that officer. Mr. Gustave Emond, first-class clerk, is specially charged with the procedure relating to applications for release, or diminution of sentence of convicts, a very important branch of the work. He also does a large share of the drafting of correspondence in French and English, and in

addition to these duties frequently acts as temporary private secretary to the Minister, being, it may be mentioned, a good shorthand writer and a graceful penman. Mr. L. H. Taché, a second-class clerk, is the Minister's private secretary. Mr. J. F. Waters, second-class clerk, drafts general correspondence. Mr. Henri Roy, second-class clerk, has charge of the register, in which duty he is assisted by Mr. L. J. A. Dubé, a third-class clerk. Mr. Edward Harrison, second-class clerk, is in charge of the stationery and other requisitions, and also prepares reports to Council in connection with the newspaper patronage list. Mr. W. Foran, third-class clerk, has charge of all correspondence arising out of the administration of "The Companies Act," and also of the procedure in connection with Addresses and Returns to Parliament. In addition, he does a large share of the typewriting. Mr. E. Y. Steele, third-class clerk, and Messrs. J. M. Lalonde and M. DesGeorges (extra), all copying clerks. Mr. H. G. Lamothe, second-class clerk, is included in the number of officers of this branch for the purpose of this reply. His duties are entirely in connection with correspondence relating to the Electoral Franchise Act, a work recently added to that of this department, and his time is fully occupied thereby. Mr. Lamothe, it may be mentioned, is at present only temporarily attached to this department, being paid by the Department of Public Printing and Stationery, but it is intended that he shall be transferred from there at the commencement of the next fiscal year. In my capacity as Deputy Registrar General, I am charged with the supervision of the Registry Branch of the department, the work of which, constituting as it does primarily, a permanent office of record, is of a very important character. In that office are registered all proclamations, land grants, bonds, commissions and other documents for which registration is prescribed. In it are also engrossed all commissions and other instruments of a like nature issued by the Government. The work of the branch may thus be divided under two heads: The registration and engrossing. The former is under the immediate charge of Mr. E. Brousseau, a first-class clerk of long service and thorough knowledge of his duties in every detail, who has also charge of the newspaper subscription list, both for the department and for the supply of the London library. He is assisted by M. Ira W. Storr, also a first-class clerk, thoroughly capable, and possessing a similar knowledge of the work. Messrs. A. G. Learoyd, P. T. Kirwan, J. Burns, and D. D. McDonald, (second class), Geo. Collins, L. F. Globensky and F. M. Baker (third class), are registering and recording clerks, and are all accurate, industrious and reliable men. The engrossing staff is composed of four second-class clerks: Messrs. A. Drouin, who is in charge of the office: A. O. Matton, A. Arcand and C. Medlow; all of these officers are possessed of the highest attainments in the art of penmanship, and their work as shown in commissions to public officers, is widely known and deservedly admired. The Record Branch is in charge of Mr. A. Audet, a chief clerk, with the title of "Keeper of Records." He is assisted by Mr. F. J. Audet and Mr. A. Archambault, third-class clerks, and by Messrs. G. De la Porte, E. G. Paradis and L. G. Roy, extra clerks. In this branch are recorded and classified the files of the department since Confederation, and official publications of the Government. In addition to these, there are also a large quantity of the old records of the late Province of Canada, a thorough classification of which is now in progress, under an appropriation voted by Parliament for that purpose. Messrs A. Elie, J. Courtman, W. B. de Grosbois and U. Ricard are the messengers of the department generally. George Codd is an extra messenger.

852. What is the method employed in your department for the collection and deposit of public money?—The revenue of the department is very small, the only sources of revenue being the fees payable upon letters patent incorporating companies under "The Companies Act," commissions to public officers, passports, copies of documents, certificates of legalization, searches, etc. The total annual amount is not more than from \$7,000 to \$8,000. As no document is allowed to be sent out of the department until the fee thereon has been paid, the collection is a very simple matter, and there are practically no arrears. The amounts are deposited by the accountant whenever they reach \$25 or over, and a statement with vouchers and details forwarded to the Auditor at the close of each month. The department expends, directly, only the sums granted for payment of Civil Government salaries of its officers, and the charges (limited to \$400

per annum) for the supply of the library of the High Commissioner in London. Its only other expenditures are for contingencies obtained by requisition on the Accountant of Contingencies, by whom the cheques are issued to the parties entitled; and for services under the votes for classification of records (\$2,000), and for preparation of returns to Parliament authorized by Order in Council and paid upon the certificate of the Auditor General.

853. What system of purchase is adopted in your department?—The department is not a purchasing department.

854. What is the system followed in the issue and receipt of stores?—No stores are held.

855. How are contracts generally awarded in your department?—There are no contracts to award.

856. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisite, and if so, please state particulars?—No official of this department is in receipt of any additional allowance or perquisite besides his salary.

857. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—I think the number of extra clerks might be reduced, and so the expenditure would be decreased. In fact, this reduction is now being gradually made.

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

859. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I have no suggestions to offer respecting the Audit Act.

860. What is your view as to the salaries of the deputies—do you think they should have a like salary or that there should be different salaries?—As every Minister has the same salary without the same responsibility, on the same principle I think the deputies should get the same salaries.

861. Have you more chief clerks in your department than are necessary?—I have only two; I do not think that is too many.

862. Should there be a fixed limit of the number of first-class clerks in each department?—I think that when a man has served for many years he is entitled to get promoted.

863. Promoted to the first class whether there is any change in his duty or not?—Yes.

864. And you say the same as to second-class clerks?—Yes.

865. So you think it is not necessary that the first-class or second-class clerks should have distinctive duties?—In my department a correspondence clerk will go on for years and years in that work. Take Mr. Powell, who was Under Secretary. He was a clever man, but he was always employed in correspondence. I think it was only fair to raise him to that position.

866. Though the duties were not more arduous or important at the conclusion than at the commencement of his services?—Yes.

867. Are there in your department first-class officers doing second-class work, or second-class officers doing third-class work?—Not third-class work, but often second-class work.

868. You already have said you have men who hold office from length of service, and not because they are doing other and higher duties?—Yes.

869. Do you think the increments to the salaries of first-class and second-class clerks should be alike?—Yes, to give them some encouragement.

870. You say that you did not recommend the increase unless it was fairly earned?—Certainly.

871. Are appointments in addition to the ordinary staff of your department made through requisition from the deputy head, or the heads of branches, or how?—The recommendation for promotion has generally been made by me.

872. But suppose it is in regard to putting on an extra clerk?—That rests with the Minister.

873. The extra clerks are not appointed on the requisition of the deputy head or the heads of branches?—No.

874. As to new appointments, whether permanent or extra clerks, is it done on requisition from the deputy head or the heads of branches?—The deputy may see the necessity for a clerk, but the Minister makes the appointments.

875. You know that even for a temporary clerk the requisition must be made by yourself?—Yes; but the Minister wants a thing done, and we put it through.

876. Do you think the deputy head should have power to suspend?—I do not care very much to have that power unless the deputies are appointed during good behaviour.

877. If that were done would you have more control?—Yes.

878. Still you did suspend an official in the absence of the Minister?—Yes.

879. You did not hesitate to do it?—I did it at once.

880. Do you not think that power should be extended?—No. The deputy has power in the absence of the Minister. I think that is quite sufficient.

881. In the event of a good behaviour clause being made, you think the power of suspension should be extended?—Yes, I think so. But no doubt the deputy head would make a report on the case, and, if it were not correct, it would be corrected by the Government.

882. If a deputy makes a report that an officer is not efficient, you think he has done his duty and it rests with the Minister to see that carried out?—Yes.

883. You said you did not think promotion examinations were necessary?—I do not.

884. Would you be good enough to state again briefly how you would make your promotions?—The deputy heads should make them with the concurrence of the Minister. I think the deputy is the best judge of his own employees. The deputy generally has the interest of his own department at heart.

885. But the deputy and the Minister might pass over the senior officer and appoint an officer below him?—Yes, but if the deputy is appointed during good behaviour, he will look to the benefit of his own department.

886. You do not think it is necessary that the senior officer should be promoted?—No.

887. But if he is fitted for it, should he not have the first chance?—Yes.

888. You would not pass him over without reason?—Certainly not.

889. But you think no promotion examination is necessary?—No, especially in my department where these clerks are doing the same kind of work for years before they are promoted and will continue to do it afterwards.

890. Have you ever refused to recommend the increase of \$50 a year to any of your clerks?—No.

891. Had either of these officers you suspended arrived at the maximum of his class?—I only suspended a man for a few days and that was for bad conduct.

892. Was he at the maximum of his class?—No.

893. He has had a statutory increase since?—I am not ready to answer that. I do not think he received it, but it was not on account of his conduct.

894. Are promotions sometimes made by the appointment of outside officers over those who are in your department and who should be promoted?—I have no example of that. I have only been a deputy for a little over two years.

895. You were saying that you would not have any objections to the removal of some of the extra clerks. Are we to understand that temporary or extra clerks become fixtures, that they are not generally discharged even after you do not want them?—We have discharged many since I have been deputy. We have now only five, and there were more when I assumed office.

896. You are eliminating them?—Yes, out of 37 clerks I have only five extra clerks.

897. Has it happened during your experience as Under Secretary that extra clerks were appointed in your department without any necessity?—I must admit that during my first year of office we had two extra clerks imposed on us.

898. Without any necessity?—Yes, but the Minister has been very particular lately about these things.

899. You say in answer to one of the questions that so far as the permanent staff of your department is concerned you are quite satisfied. Are you satisfied as regards the five temporary clerks?—There are two that I want to keep, but there are two others in the records room. I do not know much about the work they have to do there, because I have not the control, which I should have, of that branch. It is under the keeper of the records and he is doing his work without referring to me. I am not aware of the kind of work they are doing there. I know generally, but I cannot get the details.

900. Your impression is that there are too many officers for the work there? We will get rid of one extra clerk at the end of this month. There will remain two extra clerks, and I do not think that will be too much.

901. Should promotions, in your opinion, be made without their being recommended by the deputy?—No, because the deputy is the best judge of the capacity of the clerk.

902. Have any promotions been made in your department without the recommendation of the deputy?—Not since I have been deputy. I had permission recently from the minister to appoint two second-class and three third-class clerks.

903. Do you tolerate beyond reason repeated breaches of conduct through bad habits?—I must say I have not a single drunkard in my department—not a single case. We had some years ago, but we are rid of them.

904. You did not appear to be in favour of even preliminary examinations?—Yes, I am in favour of preliminary examinations.

905. What kind of preliminary examinations would you recommend?—To get a test that the man is an educated man.

906. Did you not say that you were adverse to a competitive examination because it precluded the poorer classes from becoming candidates?—I think the examination ought not to be competitive. I think it would close the door to the poorer classes.

907. Have any clerks been named in your office without any preliminary examinations?—A. No, I do not remember any, except some for special qualifications.

908. What do you call special qualifications? What are they doing?—The accountant of my department was appointed in that way.

909. Do you call that a special qualification?—For this department anyway; and we have the keeper of records also. I think he is a lawyer. The Order in Council was passed stating that it was for special qualifications.

910. That was before your time?—Yes, and the accountant also.

911. Do you think the provisions of the Act in regard to appointments for technical or special qualification are liable to abuse?—Yes.

912. And you think there have been instances where they have been abused?—Yes, but not in the cases I have mentioned.

913. Not only in your department but elsewhere?—Yes, that is the only way to put in extra clerks who have not passed the examination.

914. You are still Deputy Registrar General?—Yes.

915. You state that so and so are registering and recording clerks?—Yes.

916. Are they all doing the same duties?—No. There are some engrossing clerks, and some indexing clerks—both second and third-class clerks.

917. Are they doing the same kind of work?—Yes.

918. How did they become second-class clerks—was it through length of service?—Yes, through length of service and good conduct. I do not think there is in the Government a better branch than that registration division.

919. What do you call the registration of land grants?—We have no longer charge of the Dominion Lands, but we still have the registration of Ordnance Lands.

920. And all special grants?—Yes, for the Militia Department and others. There is no doubt that that division does a great deal of work.

921. You register your documents in full?—Yes.

922. In handwriting?—Yes, except the Lands Patent.

923. How do you register them?—On a printed form. Then the charters for companies are very heavy work. They are engrossed in full and registered in full. Part are printed for the engrossing.

924. The engrossing staff are employed on the charters and commissions?—Yes, and we have the leases from the Inland Revenue to engross, and if any other department wants anything to be engrossed it is sent to us.

925. Do you engross for all departments?—Yes.

926. The fees for commissions in 1890 were \$2,900. Does that cover the expense of the department, do you think?—No, I do not think so.

927. Would it cover the expense of getting out the commissions?—Oh, no, it would not pay the expenses of the office.

928. If you got \$20 for commissions it would pay?—We charge that only to Judges, Ministers and Deputy Ministers, Queen's Counsels, Lieutenant Governors and a few others. Some of the charters pay \$200 or \$300.

929. You have a records branch?—Yes.

930. You have also a vote for the classification of those records?—Yes; \$2,000.

931. There is also a vote of Parliament for the classification of records in the Privy Council office?—I do not know. I think I have seen it, but we have \$2,000 for our department. These are not the same records they have there.

932. What records have you?—All the records of the old Province of Canada.

933. The records since Confederation are those in the Privy Council?—No.

934. What do you mean by the old records of the old Province of Canada?—Are these simply departmental or general records?—The departmental files and general old records.

935. You have records that you classify and the Privy Council have records which they classify, and in the Department of Agriculture there are records under the charge of an archivist?—Yes.

936. Could not all that be amalgamated?—Yes; I think there is a law passed to unite those records, but it has never been done.

937. By the law these should all come under the Secretary of State?—Yes; I think a law was passed in reference to the Department of Agriculture, and they were to transfer that branch of the department to the Secretary of State. They have very large records there. The law was never put in force.

938. Should there be a limit, and if so, what, in the case of leave of absence on account of sickness?—I think the law is fair enough in that respect. A man may be a good efficient clerk and may fall a victim to some sickness, but after a year may be able to return to his office; I think it rests with the Government.

939. Should not the deputy head enquire and give a certificate that the leave is necessary?—I should think so.

940. Should there be a deduction of pay for late attendance or absence from office?—No; I do not think so. Perhaps in a very large department, but in a small department like mine, I do not think it would work at all.

941. Have you any suggestions to make as to the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—That would be settled if the deputy were appointed during good behaviour. The Auditor General has no trouble and can promote his own clerks.

WEDNESDAY, 30th December, 1891.

ALFRED R. C. SELWYN, C.M.G., LL.D., F.R.S., was examined.

I am Director of the Geological Survey since 1869.

942. Will you give the number and cost of the permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891 respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—In 1867 \$30,000 was voted for five years; that would be to 1872. In 1872 another vote was taken for five years to 1877, of \$45,000. That was an annual vote out of which everything was paid, salaries and every expense of the survey and the museum. In 1877 another vote was taken for five years to 1882, of \$50,000. In 1883 a vote was taken for \$60,000 for the contingencies and all expenses of the department outside the civil list salaries. The whole staff was then placed on the Civil List, and the salaries voted for that staff were \$30,504, making altogether \$90,504. In 1884 they rose to \$31,967.33; in 1885, \$35,936.03; in 1886, \$38,450; in 1887, \$42,478.82; in 1888, \$43,319.56; in 1889, \$40,763.78; in 1890, \$41,792.49; in 1891, \$48,310. In addition to each of these years there was an annual vote for contingencies of \$6,000. It has never varied from that amount since 1883, whereas the salaries, as you will see, have increased greatly.

I submit here a statement of the present staff and the salaries in 1870, together with a comparative statement for 1882 and 1891.

GEOLOGICAL SURVEY DEPARTMENT.

Salaries of the staff from 1st January to 31st December, 1870:—

1. A. R. C. Selwyn, \$4,000.....	\$3,000 00	
2. T. Sterry Hunt.....	2,800 00	
3. E. Billings.....	1,600 00	
		\$7,400 00
4. Robert Bell.....	1,200 00	
5. Robert Barlow.....	1,200 00	
6. James Richardson.....	1,200 00	
7. E. Hartley.....	1,000 00	
8. S. Barlow.....	837 50	
9. H. S. Smith.....	775 00	
10. G. Broome, to 30th November, 1870.....	750 00	
11. T. C. Weston.....	700 00	
12. H. G. Vennor.....	675 00	
13. A. Webster.....	600 00	
14. G. R. Grant.....	500 00	
15. Alex. Mackenzie.....	500 00	
16. M. O. Farrel.....	384 00	
17. W. McOuat.....	380 00	
18. G. A. Barlow.....	120 00	
		10,821 50
19. James Lowe, 7 months.....	350 00	
20. { L. W. Bailey, 3 do.....	360 00	
{ Chas. Robb, 3½ do.....	283 00	
{ G. F. Mathew, 2 do.....	100 00	
		1,033 00
Total.....		\$19,254 50

JNO. MARSHALL,
Accountant.

OTTAWA, 18th December, 1891.

GEOLOGICAL SURVEY DEPARTMENT.

MEMO.

THE Number and Cost of the Permanent Staff in Ottawa in 1882 and in 1891 ; also the Number and Cost of Extra Clerks or other Officials in all its Branches, whether paid out of Civil Government Fund in 1882 and 1891.

PERMANENT STAFF.

Year.	No.	Duration.	Cost.
1882.....	22	From 1st January to 12th April.....	\$ cts. 26,137 15
1882.....	23	do 12th April to 31st May.....	
1882.....	22	do 1st June to 30th June.....	
1882.....	26	do 1st July to 31st July.....	
1882.....	24	do 1st August to 30th September.....	
1882.....	23	do 1st October to 31st December..... (Paid for Geological Survey appropriation.)	42,303 47
1891.....	28	do 1st January to 31st December..... (Paid from Civil Government appropriation.)	

TEMPORARY STAFF.

1882.....	14	From 1st January to 31st December.....	6,015 08
1891.....	24	do 1st do 31st do.....	19,757 77

JNO. MARSHALL,

Accountant.

OTTAWA, 14th December, 1891.

943. How should the Board of Civil Examiners be constituted and what should be their powers?—The Board of Civil Service Commissioners—I would not style them examiners—should be constituted of persons as wholly independent of political influence as are the Judges of the Supreme Court. All appointments to the departments at Ottawa “inside service” should emanate from the board, the appointee to be selected from persons having passed the Civil Service qualifying examination, and to be subject to rejection on the report of the deputy head after a probationary service not exceeding two years. The commissioners should appoint examiners in each district or city where examinations are required to be held, who should report to the commissioners.

944. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and the minimum age should be?—First appointments must, more or less, be the result of competition. Where previous experience and knowledge of the work required to be done, exists, competitive examinations would not be advisable. But this should in a great measure be decided on consideration of the special requirements of each department and the nature of the work. Probation is the best test of efficiency. There are many qualifications and requirements that cannot be ascertained by examination. I would recommend a minimum age of eighteen for first entrance into the service; maximum age of forty, and then only for special fitness and experience.

945. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—They should be appointed during good behaviour. Their powers should be considerably extended. They should determine the number and the class of persons to be employed—of course within the limit of the appropriation made by Parliament for the service—in their several departments. They should have power to remove temporary employees whose services are not required or who are inefficient.

946. Should there be any third-class clerks at all? If so what should be the limitation of their salaries? Is the present maximum—one thousand dollars—too high? Should there be an intermediate class ranking lower than a second and higher than a third?—Salary should determine class; capacity, usefulness and nature of work should fix salary. I see no objection to a third class. A maximum and minimum salary in the several classes is desirable, but it should not be necessary to appoint at the minimum of the class. A supernumerary, temporary or probationary class is desirable, and from it as a rule appointments to the permanent list should be made.

947. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Yes, certainly.

948. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—I have never recommended an increase otherwise than on due consideration.

949. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes, the commencement of the fiscal year.

950. Should there be a general preliminary examination for all departments, or should there be special preliminary examination for each department?—General for all departments, that is qualifying.

951. How and by whom is the selection made from the list of qualified candidates in your department?—Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, subsection 2?—On my recommendation, and as a rule by seniority in probationary service.

952. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—As above. No examinations have been held.

953. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—It is desirable, but the necessity for using it should be left to the deputy to decide in each case.

954. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has while continuing in effect to perform the same duties, been promoted to a higher class?—Instances of both have occurred. Promotion to a higher class has often been made when the limit of salary in the lower class had been passed.

955. Is it desirable to make the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I think not. As the future cannot be foreseen, any such estimate must be only a guess, and often incorrect.

956. If promotion examinations are deemed desirable, should the officers who earn the higher number of marks be the successful candidates, or should the promotion be made on the report of the head of the department based upon the recommendation of the deputy head?—Not necessarily by the highest number of marks. They should be made on the report of the deputy.

957. Should not promotions be made by Order in Council?—To do so, causes unnecessary delay, but they should be reported to Council by the head of the department. There is an instance now in my department of two years delay in carrying out an appointment, and several are now in abeyance for six months owing to this requirement.

958. Did the head of the department ever reject any man who has been promoted?—Not to my knowledge.

959. Has any officer in your department, after being promoted, turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—An instance has occurred in my department of an officer being promoted over the head of another his senior and more efficient. Attention was called to it, but it was not cancelled.

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

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

962. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned? I think it would occasionally be useful to do so.

963. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—None in this department.

964. Should the temporary clerk or writer class be extended, or limited or abolished?—In this department it works well, and no change is required.

965. Have you given any thought as to the desirability of having a junior division or boy copyist class?—The present plan of engaging temporary assistance seems sufficient to cover this.

966. Do you recommend the creation of such a class?—No, it is not necessary.

967. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist class?—A. I do not see any need of change in the present system of a permanent and a temporary class.

968. Under the present system in what manner do you ascertain the necessity of the employment of extra clerks?—A. By finding that with all due diligence the work cannot be performed without such extra assistance.

969. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—A. I certainly should do so, but no occasion has arisen.

970. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—A. I have three; they are very efficient. Yes; in the Library.

971. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I think all the considerations named should be factors.

972. Should not leave of absence be compulsory?—A. No.

973. Should there be a limit, and if so what, in the case of leave on account of sickness?—A. There should be a limit, differing according to circumstances.

974. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—A. It has certainly suffered. I am unable to state to the precise extent.

975. In your department, have any abuses prevailed as to the granting of leave of absence?—Not that I am aware of.

976. Should there be a system of fines for small offences?—I think it would be a useful power in the hands of the deputy, but should be exercised very carefully.

977. Is it advisable to re-instate an official who has resigned his appointment without the recommendation of the deputy head?—Certainly not.

978. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Some guarantee of competency should certainly be given. It should not be necessary to appoint at the same salary.

979. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—I am not cognisant of any law regarding attendance book, except that such a book shall be kept. Every officer signs the attendance book; a red cross is placed opposite the names of those who are late, and if it occurs frequently their attention is called to it.

980. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular, in connection therewith?—The Geological Survey department being specially technical, and most of the appointments being made under the Geological Survey Act, it is not now largely affected by the Civil Service Act; but, it has been in the past especially by the rule that appointments must be made at the minimum of a class. There are however quite a number of changes in it which are most desirable in the interests of the service. 1. To do away with compulsory

appointments at the minimum of a class. 2. Graduated scale of travelling allowances. 3. Ditto of leave of absence for sickness and for recreation or rest. 4. Subsection 2 of section 47 Civil Service Act should be changed as regards minimum salary; also subsection 4 as regards maximum salary. 5. The three weeks leave should be permitted to be cumulative or made not less than four weeks. 6. Medical certificates should be received from the medical attendants of the employé who is sick. 7. Over-time work should be credited as against occasional leave for a day or two.

981. Have any difficulties arisen in the conduct of the business of your department, arising out of the provisions of the Civil Service Act?—Yes; in the matter of appointments.

982. Have any changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and as a consequence have the duties in your department or of any branch, or of any officer of your department, been varied?—The extent of the duties has largely increased, necessitating more definite division of duties.

983. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—Yes; there have been such, and some have been appointed in the temporary class who are not competent to perform the duties required.

984. Are the number of persons employed in your department out of proportion to the increase of work?—Yes, in the sense of being too few.

985. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of the remuneration of these temporary clerks been increased from time to time?—Yes.

986. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable, that would lead to irregularities?—The entire elimination of political influence in making appointments, and the deputy having the power of dismissing such as are found unsuitable from any cause.

987. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—Chiefly those relating to appointments, and already named.

988. Is it desirable for officials to sign the attendance book when leaving the department for any purposes?—Yes; and it is the rule of my office.

989. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The hours are sufficiently long, but 9.30 should not be, as at present, practically 9-55.

990. Have any abuses prevailed in your department as to the length of the working hours?—There has been a good deal of unauthorized absence.

991. Is it desirable that the officials should leave the department for luncheon?—This should be optional. Those who leave to remain till 5 p.m. or for the additional time they have been absent. There should be seven working hours.

992. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—They do not leave at the same time. It is desirable they should do so. One hour is allowed.

993. Do you take care to ascertain that the length of service to be recorded in the Civil Service List is correct in the case of the officials attached to your Department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as should be counted for superannuation?—This is carefully attended to. In twenty-one years only three have been superannuated.

994. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit

generally observed ; and in case of infraction has the attention of the Head of the Department been called thereto ?—I believe they are, but it has been constantly evaded. The attention of the head of the department has been called to it.

995. It is desirable that a fixed daily allowance should be given for travelling expenses ; or would it, in your opinion, be preferable to re-imburse the actual outlay incurred ?—I think a fixed allowance is desirable, but it should be on a graduated scale. A third-class clerk should not receive the same rate as a deputy head.

996. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services ; or do you discriminate, and to what extent ?—All alike, in accordance, I believe, with the regulations. Surveyors and explorers in camp, or employed all summer in a district, only receive allowance for travelling to or from Ottawa to the district where they are working.

997. In your opinion is a Superannuation Act necessary, in the interest of the public service ? If you deem it necessary, do you consider it advisable to restrict its operations to certain classes of officials having distinctive duties or otherwise ? What change, if any, would you propose as regards the officials of your department ?—I certainly think so. It should apply, as now, to all. I have no change to suggest.

998. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted ? I think ten years is sufficient under the law as it now is.

999. Do you consider, as a rule, the age of sixty years to be a proper age for retirement ?—Yes ; when not compulsory.

999½. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age ?—No ; the age should depend much on the individual. One man is as old at sixty as another at seventy. Any officer should be granted retirement if he asks for it at any time after sixty-five years of age and twenty years service.

1000. Do you consider it proper that abatement for superannuation purposes be deducted from the salary ? If so, do you consider the present percentage sufficient ? To do so is, I think, unusual. The present percentage is sufficient.

1001. In cases of dismissal or resignation, in your opinion, should the abatement deducted from salaries for superannuation purposes be refunded ?—In cases of resignation, yes ; dismissal, no.

1002. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all ?—I think the present rules are just.

1003. When once a superannuation is effected, do you deem it desirable to retain the power to call back to the service the persons superannuated, and at what age would you place the limit ?—Certainly not, after sixty years of age.

1004. Is your department divided into branches ? Give particulars, including the age of the person in charge of each branch ; the number of officials in the same, grading them and describing generally how the duties are allotted to each branch. What is the method employed in your department for the collection and deposit of public money ?—Yes, as under :

- a. Exploration and Surveys, assistant directors—Drs. Dawson and Bell.
- b. Topography and Cartography—Mr. Scott Barlow, chief clerk.
- c. Palæontology and Zoology—Mr. Whiteaves, assistant director.
- d. Botany—Mr. Macoun, assistant director.
- e. Chemistry—Mr. C. Hoffman, assistant director.
- f. Mineralogy and Lithology—Mr. Hoffman, assistant director, and Mr. Ferrier.
- g. Library and distribution of publications—Dr. Thorburn.
- h. Clerical and accountant—Mr. Marshall.
- i. Mines and Mineral Statistics—Mr. Ingall.
- j. Mr. Willimott—collector and distributor of duplicate specimens of books and minerals for schools and colleges.

Each field explorer and surveyor is more or less responsible for his work and that of his party.

1005. Give a general idea of the methods employed in controlling the expenditure of your department?—As regards expenditure on account of exploration and survey an estimate of requirements is made by the officer in charge of the party, under several heads: wages, provisions, equipment, transport, &c. This is submitted for approval: when passed an advance of \$200 or \$300 is made for the person in charge. He is supplied with an official cheque book and a letter of credit for the total amount he is authorized to expend; the advance is endorsed on the letter of credit, which instructs him to draw from time to time, and to endorse date and amount of each successive draft on the letter of credit, and at the same time to send the accountant advice of the draft, with vouchers and statement of expenditure covering the amount of the advised draft. He thus keeps himself reimbursed to the extent of the original advance, till his letter of credit is exhausted at the close of the season, when the final adjustment is made.

1006. In addition to his salary, is any official in your department in receipt of any additional allowance or perquisites, and if so, please state particulars. —There is a resident housekeeper with fuel and light.

1007. What is the system of purchase in your department? and is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—It is not a purchasing department to any extent. Instruments, chemicals, apparatus, books, &c., are purchased as required for the several branches. Each surveyor purchases his own equipment, and is instructed at the close of each season to hand in an inventory of all stores or articles of equipment in his possession that are available for another season, where they are stored, and the manner in which any others have been disposed of, worn out, sold or lost. The chief draughtsman keeps a register of all instruments, and in whose possession they are.

1008. Have you any suggestions to make with a view to possible amendments to the Audit Act?—No.

1009. You think the appointments should be made by the Civil Service Commissioners if the examinations were not competitive?—The initial appointments. My idea is that whenever a vacancy occurs or a man is wanted in any particular class, the head of the department should communicate with the Civil Service Commissioners and they should nominate the person they think best suited for the position, after the requirements have been fully explained to them by the deputy. It is understood that the nominee has gone through a preliminary examination, and might also be required to pass a competitive examination in the duty required.

1010. Then you make this board a patronage board; you would in effect give them the appointments?—No, only the nomination, after competitive examination, and then be subject to rejection by the deputy after probation.

1011. But you know the Civil Service Commissioners in England have no such power as that?—I am not aware what their powers are. The highest marks do not at all enable them to select a man, except under probation. They may be able to arrive at the general intelligence of the individual. In certain special cases one man may have taken optional subjects and have passed well in them, which are required in a particular department but not in others.

1012. But you know, as a matter of fact, that the Civil Service Commissioners in England have no patronage whatever?—I have no precise knowledge of their functions.

1013. In England they have the preliminary qualifying examination first. They have open competition, then they examine the man who has the highest marks, who takes the place, but they could not appoint any one at all?—Neither would they do so here under the scheme I suggest.

1014. But you are advocating a system whereby a Board of Civil Service Commissioners here should exercise the patronage now exercised by the Governor in Council?—No; I should not call it exercising patronage. Patronage as exercised here is guided by political influence entirely. The function exercised by the proposed commissioners

would be a totally different thing. I suggest that the commissioners should be as independent as the judges on a bench, and that no person should solicit them in any way, or exercise any influence upon them whatever, any more than the friends of a criminal should go to a judge and try to influence him in his decision.

1015. But would you be able to get any commissioners who are not human and subject to outside influence?—Perhaps not. But the Civil Service Commission I mean, would tend, as much as possible, to eliminate political influence in making appointments. That is what I have in my mind. I have seen that political interference is the greatest detriment to the service, and unless that can be eliminated, I think improvement is absolutely hopeless.

1016. But have you followed the subject enough to know that the Commission in England do not make appointments?—I have already stated I have no precise knowledge as regards the functions of the English commissioners. If I had, the knowledge would not affect my opinion as regards what those functions should be here.

1017. Don't you think that there would be danger in placing the patronage in the hands of any board if they were not controlled by rules that prevented them from choosing their own favourites? There might possibly be some danger, but to a very limited extent. I would give the credit for commissioners acting honourably, and in accordance with their oath of office, which could be so worded as to preclude them from acting on, and protect them from being subjected to, solicitations or any kind of outside influence.

1018. But judges do not make appointments?—Neither, as I have already said, would the commissioners. They should be above suspicion; and if it was known to be a misdemeanour for any one to try to influence them in any way, I think the object could be attained. Perhaps they might have a few friends that they would wish to put in; but according to my suggestion they only have the power of nominating, and the appointment is confirmed only after probation, on the report of the Deputy Minister. Thus the power of the appointment does not rest with them.

1019. Your idea would be this: Suppose you want a clerk and you apply to them?—Yes; stating exactly what I want,

1020. You state, as nearly as you can, the duties he would have to perform, and the aptitudes for which you require of this clerk?—Yes.

1021. You tell them what kind of person you want and the services you want performed, and they send you some one, and you accept the nominee only after ascertaining that he answered your purpose?—Exactly.

1022. You have in connection with your survey a geological museum?—Yes.

1023. In England these are two distinct services?—There is a distinct vote for the service, but it is administered by the same person.

1024. It is stated that in the English survey the permanent officers, with the assistant paleontologist, fossil collectors and the general assistant, that is the temporary assistant geologists, are paid a per diem allowance; are you aware of that fact?—Yes. I received it myself for a good many years on the British survey.

1025. Are you aware that the temporary assistant geologist, whose age may be from 17 to 50, is appointed by competitive examination?—They were not in my day, but I am aware that they are now. But it is not a general competitive examination. There are two now in my department—one in the temporary service, the other permanent. In a competitive examination the latter would probably secure very much higher marks than the former, but for various reasons, which can be brought out only by probation, the former is the best officer. At present a member of Parliament nominates any one, and such persons are, as a rule, very independent, knowing that the deputy has no power to dispense with their services.

1026. Have you any such in your department?—Yes; I have men that are comparatively useless, round pegs in square holes, and the service I think has suffered more or less that way.

1027. Would you put any limitation upon the power of nominations, or the Civil Service Commission of which you have spoken?—Yes; I would require them to select from

those who had passed a preliminary or qualifying examination those they think best fitted for the office, and then to decide between such persons by competitive examination in the duties required. I think that is a practical way of getting good employees.

1028. Then it would not make a great difference who had the nomination from the list of qualified candidates if they were to be subjected to competition, if the candidates were only appointed after a competitive examination by the Commission?—I think it certainly would; the Commission should nominate, and it should be understood that the members of the Commission are not open to influence from outside, any more than a judge is open to being talked to and influenced by the friends of a criminal. It should be a misdemeanour for any person to try to influence any member of the Commission. There could be no difficulty in selecting commissioners who would be quite above suspicion in these respects.

1029. But you agree that it is desirable not to place in their hands any powers that would lead them to be suspected of partiality?—Certainly; and I think a competitive examination, such as suggested, of the highest candidates after the general examination, would meet the case, together with the constitution of the Commission itself.

1030. And the competition would be in the subjects of the duties the nominee would be required to perform?—Yes.

1031. Fossil collectors, the general assistant and the assistant geologists in England, are paid a per diem allowance?—Yes. Our men are also paid a per diem allowance.

1032. In England the per diem allowance varies from 2 shillings to 14 shillings?—Yes; ours is from \$1.25 to \$3.25.

1033. These probationary clerks are in a sense similar to the probationary officers in your department, and in a position analogous to that of the assistant geologist?—Precisely.

1034. You have a period of two years and a period of five years for working in the department before men can be appointed?—Yes.

1035. It is not a distinct promise that after that period they should be appointed?—Not at all.

1036. You say that your attendance books are different from the others. Would you tell us how they are regulated?—I have columns for going out at noon and for coming in after lunch and for leaving in the evening. The others have only the arrival in the morning and the departure in the evening. I found that some would come in the morning and put their names down and then go out. In the evening they would come again and put their names down, after being out all or perhaps a great part of the day.

1037. You intimated that if they went out on business that fact was indicated?—There is a column for remarks, in which it is stated what they went out for, whether on leave or for business.

1038. How have you found this to work?—Very well.

1039. Do any of the staff complain of it?—No; I believe they are satisfied with it.

1040. Your ability to have such an attendance book is increased by having a building to yourself?—Yes. They are in different rooms all over the building. If I want to see some one I can find by the book who is available. It was very inconvenient to go to the top of the building and then find out that the person I wanted was out. My office is on the lower floor, whereas the staff are scattered all over the building. When they go out they have to pass my office, as the book is in the waiting room opposite.

1041. Then there is an inducement to every officer to be faithful in signing the book, so that when you want him you may know whether he is in or out of the building?—Yes. Only yesterday I put a red cross, as I usually do, opposite a name not entered. The next day he not only made his entry for that day, but he also made an entry for the previous day, though to the best of my belief he was not in the office at all. The initials were written across the time column, and blotted in such a way that you could not make out when he came or when he went away. In the Geological Survey attendance book the names of the whole staff are written in every day by the clerk; the men themselves have not to write their names, but simply to initial and enter the time they came in, and in the column opposite their names.

1042. Have you no other means except by the book of discovering their absence, whether repeated or only occasionally?—I have only the book.

1043. Is there no one to report their absence when your clerks, as you say, are scattered over a certain number of rooms?—In several of the rooms there is no one whose duty it is to report absence. I have the book, and I am so constantly in communication with the employees about the work that such absence cannot happen often. If it did I should hear of it.

1044. But having a building to yourself, and your own room being near the exit, you have general control over everybody?—Yes. There are constantly questions arising, general and special, relating to the several districts and subjects dealt with. One man comes in and wants to know something, and it is necessary that the employees should be in attendance to give the information asked for. I do not think there is any general tendency to evade obligations. I think the majority of the staff work far more than official hours. Some are there at 9 o'clock in the morning and do not leave till 5 p.m. I am almost always at the office 9.30, but 9.55 is, however, too common with a good many.

1045. Will you be good enough to tell us how travelling allowances are regulated in Australia, where you have had experience?—In the surveying branch it was not a per diem allowance but a lump sum. For instance, I, as director of the Geological Survey, got at one time £200 a year for equipment and £300 for travelling allowance. Then I purchased everything and paid all expenses. I had to buy horses and carts, and instruments and all equipments. These were then my property, and I took as much care of them as I possibly could. If travelling on special duty, £1 sterling per diem was the usual allowance.

1046. On the Service there, do they graduate the allowance to the different officers according to their duties and responsibilities?—Yes.

1047. Do you know what the ordinary allowance is?—One pound sterling a day.

1048. What are your views with regard to Government insurance?—Do you mean insurance for the benefit of the individual, or for guaranteeing the Government against defalcation?

1049. Insurance for the benefit of the individual or his family, and to some extent to encourage thrift in the service?—I think it would be a very good thing; probably it would interfere with the business of private insurance companies. I do not see how you could make it compulsory, because a great many men are already heavily insured in private companies, and it would be unfair to make it compulsory upon them to take a new insurance. But it should not be retroactive at all.

1050. Have you any views as regards the relative salaries to be paid to the Deputy Ministers?—I think there are some very great anomalies in the service. There is one case I know where a subordinate officer is getting a higher salary than the Deputy Minister. I refer to the Deputy of the Interior and the Dominion lands officer at Winnipeg. There is another who has been only ten years in the service, getting a salary nearly equal to mine; I think it is \$3,200, according to the printed estimates. As regards deputies: service, experience and qualifications should always count. I see no reason why deputies should always remain at the same salary and all the rest of the service have increases.

1051. What would you think of a plan by which the salaries of the deputies should be fixed between a minimum of, say, \$3,500 or \$4,000, and a maximum of \$5,000, leaving the appointing power free to appoint at whatever salary was agreed upon, but the officer, if appointed at a minimum, to have an annual increase of \$100 a year?—I think it would be a very right and proper thing to do. There should be some little reward for long and faithful services to deputies as well as to others. I do not see why there should be exceptions. In my own case, you may say that my salary is a high one, but I may instance Dr. Sterry Hunt, who was getting a miserable \$2,500 a year in the Canadian service; shortly after he left, in 1873, he was asked to visit one of the United States western mining districts, and was paid a \$10,000 fee for his trip. Geologists who are sent here from England as mining experts are often paid £500.

sterling for a single examination and report: £300 and £500 sterling is quite a common fee to pay to persons of experience and knowledge in these matters. Therefore I think our salaries are low. Then, again, I think all deputies' salaries are low as compared with the salaries given to some positions in private business, or as bank managers. I think a deputy in a large department in Canada has quite as much responsibility as any bank manager, who usually receives a very much higher salary.

1052. Do you think it would be desirable for a Deputy Minister to have the power to suspend an officer in his department, whether the Minister is in Ottawa or not?—I think we have that power now, in the absence of the Minister.

1053. Do you think it would be desirable that the deputy should have power to suspend whether the Minister was present or absent?—No; I think he should report to the Minister. I do not think it matters much, because as a rule the Minister would do it on the report of the deputy.

1054. You say that some of your staff presumed on their political influence?—Yes; there is no doubt of it.

1055. If they were insubordinate, and you reported to the Minister, probably suspension might not take place?—Perhaps; but no such case has occurred in my department.

1056. In your case, would it be desirable?—I think that the deputies should all have more power than they have. I think they should be deputies in fact as well as in name; they are now deputies in name only. They have very little more power than chief clerks. Deputy seems an inappropriate title—executive head, and political or ministerial head, would be better.

1057. Where is your report printed now? At the Printing Bureau. There is only one that was in progress when the Bureau was started, and it is not yet quite finished. That is still being printed at the *Gazette* office. We have to secure uniformity in the printing of any single publication, and it is therefore best to complete it at the same office. The maps are printed in various places—some in Ottawa and some in Montreal. There is printing in connection with the maps that is done by the lithographic establishments. In this connection, there is one subject that I might mention to the Commission, and that is in relation to the present system of map-making in Canada. I have already spoken to the Minister about it, and represented as strongly as I could the desirability of a change. The maps now made are mostly very incorrect, and, what is worse, no two of them correspond. Instead of having one map-making or topographic department or branch for the whole service, there is now one in the Post Office, one in the Public Works, one in the Agricultural Department, one in the Interior Department, one in the Railways and Canals, and one in my department—no less than six, and perhaps others, and the result is that in constructing these maps, being as they are mere compilations from old maps, each draughts and depicts the physical features, which should be identical, quite differently. Consequently, you find no two maps of the same area to correspond. This is not creditable to Canadian Government topographers. If there was one general mapping department this would be obviated, and we would have better maps at a much less cost. Of course, I quite recognize the fact that a map suitable for one department is not suitable for another; but if a general map of the whole Dominion was constructed from the best available sources by the topographic department, each of the other departments could get a transfer taken from that general map, and add to it their own requirements for printing. Thus the Post Office would add their postal routes; the Geological Department would add geological and other lines connected with animal, vegetable and mineral distribution; the Public Works Department would add what it wanted to show—telegraph lines and other public works, and so on. Thus each department would add on a transfer their particular requirements. But the body of every map would correspond. It could be published on a variety of suitable scales, and each department would select the scale best suited for its requirements. You would have various scales, from which any sized maps could be taken, and all the maps would correspond, and the position of all points would be accurately laid down. The printing could all be done in this topographic department.

1058. It would be much like that already done at the Queen's Printer!—No; it would be entirely a topographical and map-making branch. It should be under the charge of such gentlemen as Captain Deville, the Surveyor General, and Mr. King, the Astronomer. It should be superintended by the Surveyor General.

1059. That would be a measure of economy!—Most certainly. But it will doubtless meet with opposition, because it touches upon vested interests and existing appointments.

1060. In the long run, it is cheaper for the Government to pay once for all!—It would be far cheaper to have the work done by one organization, and the result in that way would be an immense boon to all who had to use maps for any purpose.

1061. In the expenditure of your parties there are occasional sums for assistants. R. Chalmers, for instance, has an allowance for an assistant, and Mr. Bowman for an assistant!—These are the assistants that are attached to the parties for the summer work, and some of them become gradually permanent, that is, are taken on through the winter and are classed as temporary clerks at a per diem salary.

1062. Your temporary people, under your Act, must necessarily be graduates of the Military College, or science graduates; they must have gone through a collegiate course!—No; not the temporary employees.

1063. But they are employed as professional assistants before they are appointed!—Yes; and most of them are graduates.

1064. Then, you have temporary officers who are graduates and temporary officers in the summer who are students!—Yes; and many are appointed by the Minister, and usually I think from political considerations. Sometimes they turn out good and sometimes they turn out no use at all. There are serious difficulties. Of course, if I take one of these men and he goes away into the woods, and is found to be of no use, the officer in charge of the party is liable to be placed in an awkward position, sometimes even in a dangerous dilemma.

1065. What is the nature of their duties!—Exploring, surveying, paddling, making portages, carrying instruments and supplies, &c. They are mostly students in the universities, not all. Last year a country schoolmaster was appointed. He had assisted Mr. Chalmers for one or two seasons during vacation. Mr. Chalmers reports that he is a very good man, and it was strongly urged that he should be taken on permanently, and he is now on the temporary staff.

1066. These appointments are all in the hands of the Minister!—Yes. A rule has been made that all such assistants shall join the party at the starting point—British Columbia, Nova Scotia, &c.—at their own expense.

1067. Labourers, canoe men, and all these!—Yes; and students; but the former are generally hired at the point of departure.

1068. Does it occasionally happen that you call a student a canoe man!—He often has to act as a canoe man and make himself generally useful, like the other hired men.

1069. Does it occasionally happen that one of your explorers wants to get a student appointed and calls him a canoe man, knowing that he cannot get him on otherwise!—Not, I think, unless he knew him to be a capable canoe man, which of course many students are; they are simply called assistants. It is quite understood that, when they go out on a party they have to do anything that comes along.

1070. You say the assistants are appointed by the Minister!—Yes.

1071. The explorer selects his own labourers and canoe men!—Yes; in the district he is working in.

1072. He may know a student at McGill or Toronto, or the Military College, who would be of great assistance to him!—Yes.

1073. And he could not get him appointed by the Minister!—Not if the Minister does not wish.

1074. But he dubs him a canoe man, and takes him on himself!—Yes; if he finds him where his services are required.

1075. You think some better mode could be adopted for selecting assistants for your men!—I have always felt that an officer who is sent into the field in charge of a party

is entirely responsible for the work. It is, therefore, unjust to put upon him men whom he finds are no use, and to give him no chance of rejecting them.

1076. It has happened that the assistants have not been efficient?—Yes; and it would have been economy to have paid them to stop at home.

1077. And it has happened that the man at the head of a survey has occasionally strengthened himself by finding some competent person who would be willing to go as a labourer and assist him in scientific work?—Yes. There has been another trouble with these assistants. They are usually sons of gentlemen, who expect to be treated as equals, and it creates discontent in the camp, because they are practically holding the position of labourers. They are not scientific; they know nothing of the business; they are students beginning to learn. Practically, they are not of as much use to us as an ordinary half-breed or labourer would be, whom you can hire and treat as a labourer and pay him as such. We have to pay even common labourers higher wages than these assistants, and it creates discontent when the labourers see the assistants, who are getting only a dollar a day, treated as equals by the chief of the party, while the labourers are kept separate and treated as labourers. Under these circumstances, you cannot expect a man to be responsible for doing good work. The work of a geological party is arduous and often dangerous—canoeing hundreds of miles in unknown, rapid rivers, making long portages, and exposure in the woods in all weathers, are the usual routine; and it is very essential that the chief of the party, who has to attend to the scientific work, should have full liberty in selecting his assistants.

1078. Where the assistants are selected from universities they are taken from the department of science?—They are usually taking their science courses. I generally ask them whether they intend to make science their profession, and, whenever possible, I try to have those selected who say that they intend to follow scientific work as a profession.

1079. So as to enable them to acquire knowledge as scientific men, rather than to put in a few days as a holiday?—Yes. But there are many who have no intention of being anything of the kind, and who go out for a holiday expedition. If they have strong political support they are apt to treat it as a holiday, and do as little work as possible. There have been one or two instances of that kind. One such was taken to Manitoba, and after he had been about a fortnight with the party, he said: "I am not going to stop here any longer," and he suddenly left the party. He said he did not go out there to work but to have a holiday, and when he found he had to do downright hard work he left. That places the chief of the party in an awkward position, because it is often impossible to replace men when away in the woods; whereas, if he had selected his own men he would know them, and be assured that they were reliable and competent. They know that he can dismiss them at any moment if they do not do their work.

1080. Then you recommend the explorer to select his own assistants?—I do. That is the principle I act upon whenever I can. When the department was in Montreal there was no political influence mixed up with it in any shape or way. I said to Sir John Macdonald at the time it was moved to Ottawa: "The only thing I am afraid of in moving the Survey to Ottawa is, that it will be subject to political influence in appointments." Sir John said: "Well, I will never ask you to take any man that you do not approve of," and he never did.

1081. Has anything been done in connection with Lawson's account?—Yes; it is settled, and it shows that we owe him a small balance if all his items are allowed. His attention was called to having charged travelling expenses for unauthorized journeys, and the only question was as to what extent he was authorized to go in this respect.

1082. The other men, Broad and McCarthy, have settled their accounts?—McCarthy died shortly after his return and rendered no account. I have never been able to get back the instruments that he had, or to find out what became of them.

1083. Has Broad settled his account?—No; he was allowed to resign, but never rendered a final account.

1084. He had expended money?—Yes.

1085. The only man to whom you have made an advance which has been irrecoverable is McCarthy?—Yes. That was done on the strong recommendation of Mr. Scarth, the member for Winnipeg. I did not know McCarthy at all, but he asked for assistance, and he was recommended by Mr. Scarth, and the assistance was sanctioned by the Minister. Then he started on this expedition, intending, as I was informed, to go to the North Pole. He only reached Norway House, then he took sick, his assistant left him, and he returned to Winnipeg, or near there, and died.

1086. The money advanced had been used to go to Norway House?—No doubt he had spent a certain amount of money, but the instruments were of most importance. I do not think so much of the money, because I think he must have expended it in fitting himself out, but there ought to have been some details of it.

1087. Probably this correspondence in the Auditor General's report relates to unsettled accounts, money which has been paid and disbursed?—Except instruments. There was a valuable chronometer and other instruments that I have never been able to get any account of. I saw Mr. Scarth about them this last summer in Winnipeg, but he could not find out anything about them. I also enquired of some of Mr. McCarthy's representatives, but with no better success.

1088. But you must give money to explorers before they start out on an expedition?—Yes.

1089. You find that it is very risky to do so unless they are well trained men?—It is likely to be so when I have no personal knowledge of the person trusted, as in the case of Mr. McCarthy. I should never advance money or entrust instruments to any one I did not know, unless strongly recommended as a reliable person. I think the best system to adopt in making advances is that of periodical drafts, under definite regulations. The system of advances in the geological department is as follows: The explorer is furnished with a letter of credit, in which the total amount he is authorized to draw for his season's expenses is stated. He receives an official cheque-book, on which all drafts are drawn and the amount entered on the stub. He is also instructed to endorse each draft, amount and date, on his letter of credit, on which his original advance is also stated; each draft is to be advised, and receipted vouchers covering the amount to be sent in with the letter of advice. Thus, if he had an advance of \$300 and has expended \$250, he sends in the statement of such expenditure and draws for the amount, and thus reimburses himself to the extent of the original advances, but can never exceed that amount; while by his letter of credit and official cheque-book he can show what his credit is at headquarters.

1090. It is really only a small proportion of the amount of money that he will expend in the whole survey?—Yes. You might ask him to give security for the amount of the original advance if you thought it desirable.

1091. The original advance is never more than \$500?—No: I think \$500 is the extreme sum ever advanced.

1092. But the ordinary explorer does not get anything like \$500?—No; \$200 is about the usual thing. There are some cases where instruments and other articles of equipment have been lost, and it is a question whether the loser ought to replace them. Such losses do occur through accidents, canoes upsetting, &c., and the explorer often loses his own effects as well as the Government property. It is not easy to find out whether the loss has been by unavoidable accident or by carelessness. In the case of camp fires, by which some losses have arisen, it is, I think, generally the latter cause. I have been camping for half a century, and never had such an accident happen to me. On the British Survey, if an instrument was lost the officer had to replace it, but then there was very little liability to accidental loss such as is common here.

ARTHUR PERCY SHERWOOD, Commissioner and Superintendent of Dominion Police, was examined :

1093. You have the interior and exterior charge of all these buildings ?— Yes ; under the Department of Justice.

1094. How many men have you in your force ?—Twenty-six, two sergeants and an inspector.

1095. With these men you guard the Parliament buildings, the eastern and western blocks, the Langevin block and the Geological Survey ?—Yes ; and the militia stores and Rideau Hall. We divide our men into watches, as may be found necessary.

1096. After six o'clock at night you keep account of everybody who goes into and out of the buildings ?—Yes ; or a few minutes after six. When Council sits we always keep that door open until after they go. The Council sits till perhaps twenty minutes after six. After six o'clock the watch is moved, and the buildings are closed to the public. While Council sits, newspapermen and others are coming in and out, and a record is not kept.

1097. Between four and six o'clock, although the clerks have left, the buildings are virtually open to the public ?—Yes.

1098. Have you been at Washington ?—Yes ; in order to learn the rules governing the care of the public buildings at Washington. I brought home with me the rule for the arrangement and the system of passes that are in use there. There are no permanent passes there. Only the heads and chief clerks are allowed in without special authority. The chief clerk issues passes to any one who requires them, and they extend for a month. Here the system of permanent passes prevails to a large extent in some of the departments—I think in almost all. In Washington these passes are in use only when the buildings are closed, not during the day, when they are open. For instance, a parcel is not allowed to go out of the buildings when they are closed without a pass.

1099. Knowing the system at Washington, and seeing what happened at Ottawa, could you suggest any changes here ?—I think it would be a great advantage to the security of the buildings to adopt their system. I know that numerous articles are reported stolen to me, off and on. I certainly think that our buildings are too easy of access to anybody, and if anybody had a knowledge of the whereabouts of important public documents, which they desired to get into their possession, they could readily obtain them by coming in through any door which is unguarded. With the limited number of men at my disposal I can only guard one door, where the mail service is collected and dispatched ; the other doors are without supervision, and people are constantly coming in and going out of those doors.

1100. You think, then, that the moment the staff has left the doors should be closed ? I think that fifteen minutes after four o'clock, or fifteen minutes after office hours, whenever that is, all the doors should be closed but one, and no one admitted there except in accordance with the regulations for safety.

1101. The public cannot get into the offices at Washington after a certain hour ?—Not after two o'clock ; you cannot even get in to see a clerk. In our buildings that is a perfect nuisance, and must seriously interfere with the work. Book agents, canvassers of all kinds, collectors, and one thing and another, are constantly there wasting the time of the clerks.

1102. They avoid it, by having a kind of grated door into each room ?—Yes ; and they have to go out there under the eye of the chief clerk. Each private room does not open into a corridor, but opens into a general room, and they have to go out under the eye of the chief clerk.

1103. Our rooms here would be too small for that ?—Yes.

1104. At Washington the rooms are much larger in size ?—Yes ; the Treasury building is a good deal larger. There they have an ordinary door and an outer door with a grating or lattice work of some kind about a quarter of the way from the top, through which you can see, but no one can go in or out. I think that plan was adopted for the Treasury building alone and it does not extend to the other buildings. I suppose it is for the purpose of preventing the intrusion of the public.

1105. During official hours the public can wander about the building?—Yes; although they cannot go into the rooms—up to two o'clock in the afternoon but not afterwards. The idea is that up to two o'clock the public have had sufficient time to do their business. In case of anything important, a man can always get in by sending a card to the chief clerk. They said they had found it impossible to allow the public in indiscriminately after two o'clock.

1106. Do you know whether they sign an attendance book in going out at luncheon?—I think you will find that in the rules and regulations which I will append to my evidence.

1107. Have you any changes to recommend with regard to the general internal management? I think I could very easily stop the intrusion of these outside people if a law was passed giving me power to prevent them.

1108. What would you propose?—I would propose that a regulation be adopted by which I would be enabled effectually to check the intrusion of the public after a certain hour. If I was clothed with the needed authority I could prevent these canvassers, agents, collectors, &c., from coming in. Of course, I have not thought over the matter sufficiently to go into details. I think there was a regulation to the effect some years ago, before I came into the force. There was a case of a policeman who interfered with a canvasser, and the policeman was brought before the court and fined.

1109. What hours do you begin to check? Six o'clock.

1110. How long is a clerk allowed to remain after six?—He is allowed to remain till eleven o'clock; but not later, unless he has a special permit. If he has a permit he can remain all night, that is if he has a special permit for gas.

1111. But he must necessarily use gas between six and eleven?—Well, he might stay there without it. If he stayed in after six o'clock he would use gas. He could not come in after six, but he might stay in if he was already there, and we would have no knowledge of it until he went out; but immediately he went out his name would be noted by the policeman in his book; he would be taken down by the sergeant in the book I produce, which is gone carefully over every morning. It would be noticed that the clerk was in without being on the pass-list, and the fact would be reported to the deputy head of his department, that he might see that this man was in after hours without a permit.

1112. What we want to understand is this: If a man comes in at half-past six with an ordinary pass, he is allowed to stay till eleven o'clock?—Yes.

1113. But if he has a gas pass?—He can stay all night.

1114. But a man uses gas from half-past six to eleven?—Yes; and we put out all the gas. My men go round and see that all the gas is out, except what is absolutely necessary for the supervision of the building. There is note made of every case of gas burning in a room after hours.

1115. Your force do other work than looking after the buildings you have named?—Yes; all sorts of work. I might mention one thing which Judge Burbidge was instrumental in adopting, and which has greatly increased since its inception, and that is the departmental mail service connecting all the buildings, including the Supreme and Exchequer Courts, the Geological Museum, the Printing Bureau, the Commons and Senate, connecting all these with the department buildings. We started that in 1883 when Judge Burbidge was Deputy Minister. The distribution the first year amounted to 17,000 letters; this year it has increased to 60,313. That is an hourly service from each box.

1116. Then, in addition to that, under the Minister of Justice, you have detective work in connection with offences against the currency?—Yes; and confidential enquiries of different sorts for the Fisheries and Post Office, as burglaries on post offices—everything affecting the Federal laws, wherever they want special work.

1117. In all actions in which the Government of Canada are interested in prosecuting offenders against the Dominion laws?—Yes.

1118. Of course, the administration of justice generally is with the provinces, but there are cases in which the Dominion Government has an interest in seeing the laws of Canada upheld?—Yes.

1119. The Minister of Justice leaves to you the appointment of your force?—Yes.
1120. You appoint only men who you think are fit for that service?—Yes.
1121. You are not subject to political influence to put on unfit men?—In no way at all; I choose them myself.
1122. And the Minister holds you responsible for the service?—Yes; leaving me entirely unhampered in regard to the selection of my men.
1123. Is your service efficient?—I am sure it is.
1124. Have you any inefficient men in the service?—Well, I have three or four relics of the old force, men that came down from that force. I utilize them in various ways, but I see I cannot keep them much longer. I was appointed in 1882, and these men were on the force before that.
1125. But among the men you have appointed yourself, you have none that are inefficient?—A. None; I feel that I am responsible, and I take good care in their selection.
1126. The men are paid a rate established by Order in Council, depending upon time of service?—Yes, and good conduct. For six months they go in at \$1.25 a day; then if they are found efficient they go up to a \$1.50, and after two years and six months more, if satisfactory, they receive \$1.65.
1127. How do these rates correspond with the payments made by the cities?—They compare favourably with the wages of cities, and are not excessive. I think that under that rate you cannot get good men and keep them.
1128. What does a bank pay its clerks when they are called back at night to sleep?—From 50 cents to 75 cents and \$1.
1129. Do you give your men a good-conduct stripe?—No; we have records kept of every man on the force since he came in.
1130. At times, when special services were called for at Rideau Hall, the force has been larger than it is now?—Yes; it has been larger.
1131. Is it now out of proportion to the work you have to do?—No; I do not know how I could reduce the force in any way.
1132. Except by substituting efficient men for those who are somewhat inefficient?—That is the only way. I might add that my men have charge of all the fire appliances throughout these buildings that I have mentioned, all the Government buildings in Ottawa, and are responsible for the Babcock machines and the hose, and all that sort of thing. They are all trained in the use of those appliances.
1133. Your force is not under the Superannuation Act?—No; but we have a provision for retiring men who become sick or disabled.
1134. Would you tell the Commission briefly what that is?—They get a month's pay for every year's service up to ten, when they get half a month.
1135. And you found that a good provision in the way of getting rid of men who were disabled?—Yes.
1136. So in the space of fourteen years they would have a year's pay as a compensation?—They would only get a bulk sum on retiring.
1137. One month's pay up to ten years?—Yes; and half a month's pay after that. In fourteen years they get twelve months' pay.
1138. Don't you think there is some danger of fire in the upper part?—Yes; I have called attention to it in my letter-book at various times, and there is a report of mine still before the Public Works Department regarding certain precautions that I considered should be taken. I had word from Mr. Gobeil, Deputy Minister of Public Works, which led me to believe that he is going to deal with it. I have spoken of it several times, and the last time in connection with a fire which started in the East Block, near the place where they hoist up wood, where there is much danger and where fire might run up the lifts. These buildings are gone through very frequently, and a fire can hardly get much of a start.
1139. You have a copy of the regulations governing your force?—Yes; I have here the regulations of 1882 which have been revised since. They are practically the same.

There are a great many minor regulations, which pertain to the service, which are in the order book, and are printed and posted up at different places of duty and in the guard-room.

1140. Section 5 of these regulations gives the qualifications of the candidate ; within the limits the appointment and selection of men is left to yourself?—Yes.

1141. Do you give certificates to those people who work after hours that they have worked so many hours?—No ; I give a certificate that from finding their names in the books they appear to have been in the buildings at certain times.

1142. Suppose an officer is doing extra work and he sends in his account for so many hours ; do you know whether he is supported by a certificate from you that he was so many hours in the building?—I do not know that it is generally done, but I know they frequently do come to me for certificates such as you speak of. Then I have an extract made from these books showing that they have been in the building at such-and-such a time, and I give them a certified extract. I might say that it has not often been done. In the cases where I have been applied to for certificates it is generally in the case of dispute to show that they had been in the buildings.

1143. In case of a riot or a disturbance your men would be effective if called upon to deal with it?—Yes ; they are regularly drilled with and without arms, and are good rifle shots.

I now produce, as part of my evidence, appendices—

- (a) Rules and regulations of the Treasury Department at Washington.
- (b) Rules for the government of the watch, Treasury Department, Washington.
- (c) Letter from Mr. H. A. Cobaugh, captain of the watch, Washington.
- (d) Form of request for permit to enter the Treasury building.
- (e) Form of pass for package, Treasury Department.
- (f) Special daily pass, Treasury Department.
- (g) Special monthly pass, Treasury Department.
- (h) Employees' pass, Treasury Department.
- (i) Time limit pass, Treasury Department.

APPENDIX A.

RULES AND REGULATIONS OF THE TREASURY DEPARTMENT.

TREASURY DEPARTMENT, April 23rd, 1885.

The rules and regulations for the guidance of clerks and all other employees of this department, are as follows :—

I. From and after this day the office hours of the several bureaus shall be from 9 o'clock a.m. to 4 p.m., with a recess of a half hour at noon. All delinquencies in not promptly attending at the morning hour, or not continuing diligently employed during business hours, will be daily reported by those having subordinate charges to the head of the bureau, who, unless satisfied that such absence was absolutely necessary, will report the same to the secretary.

II. Employees are not permitted to visit each other or to receive visits during business hours. The reading of newspapers or smoking will not be tolerated.

III. Employees will be allowed leave of absence not to exceed thirty days in any calendar year. Any absence over this allowance will be without pay. An application for leave of absence will be only for the number of days desired, and will state the date on which it is to commence. No time will be credited on account of sickness when said sickness is within the time for which leave of absence was granted. In a case of absence by reason of sickness, the clerk or employee will present his personal certificate, upon honour, stating the fact of such sickness, giving the precise date or dates thereof, and certifying that for such period he was unable, by reason of such sickness, to perform the duties of his position in the department. Such certificate will also state whether a physician is employed, and, if so, his name and address will be given, and his certificate

giving the date of his attendance must accompany the personal certificate herein required. If no physician was in attendance the personal certificate must be approved by an officer under whom the party is employed.

IV. Heads of bureaus will submit to the secretary, on the first of each month, a statement containing the names of such of their subordinates as have been absent from their duties during the previous month, together with the reasons assigned for such absence; and by the fifth day of each month a statement of the work performed in their offices during the month previous.

V. To prevent interruption and delay in the dispatch of public business, no person, except an official of the department, will be admitted into any of the rooms of the Treasury building or its branches without the authority of the secretary, one of the assistant secretaries, or the chief clerk, or that of the heads of the respective bureaus or chief clerks thereof.

VI. No person will be permitted to enter any room of the department where bonds or notes are in course of preparation, or where the United States notes or fractional currency are counted, except those who are regularly employed in such rooms. Where two or more rooms, used for any of the above named purposes, are connected with each other, there shall be but one door of entrance and exit used for the whole, and this door shall be the room occupied by the head of the division.

VII. Persons not employed in the department will not be admitted into the Treasury building, or any of its branches, after two o'clock, p.m., without an order from the secretary, one of the assistant secretaries, the chief clerk or the head of the Bureau. Clerks will only be admitted out of the business hours when they have occasion to attend on official business, and then under the above authority.

VIII. Persons having business to transact with any bureau must apply to the head thereof or the chief clerk.

IX. No information in regard to transactions of an official character is to be communicated to any one not connected with the public business, and in no case unnecessarily.

X. In all cases where it is practicable, the current business received by the mails in the morning must be dispatched on the day received. No unnecessary delay will be permitted in any case; and where final action cannot be had promptly, the communication must be acknowledged.

XI. Original papers of every character and description must be carefully preserved. In no instance will they be permitted to be destroyed; neither shall any original paper be allowed to pass out of the department to Congress, the Court of Claims or one of the other departments, without a memorandum or receipt left in its place, showing in whose hand it is, and the substance of its contents. And no such original paper will be allowed to pass out of the department elsewhere than above named under any circumstances whatever.

XII. No copy of any paper shall be furnished to private individuals, except upon application, and with the previous written consent of the secretary, one of the assistant secretaries, the chief clerk or the head of the proper Bureau; and no account, document or paper of any kind, on file in the department shall, on any occasion, be withdrawn by the agents, attorneys, or other persons. Upon application for copies of paper on file, or any record of the department, the rule established in the Treasury Order dated 20th October, 1830, must be observed, to wit: "Copies of accounts or other papers on file or of record in the department are to be furnished only to such persons as may be interested in them, or at their request; if they relate to suits in which the United States are interested, such copies must be transmitted to the United States attorney having charge of such suit, subject to the inspection of the parties applying for them; and when transmitted to the district attorney they must be sent to the solicitor of the Treasury, that he may be duly apprised of all the facts communicated to the opposite party." An affidavit showing the necessity of copies must be furnished in all cases.

XIII. No furniture shall be procured, or repaired, nor printing or stationery ordered, without the written request of the head of the Bureau, approved by the chief clerk of the department.

XIV. The report of deficient and delinquent clerks, required by the 13th section of the Act of 26th August, 1842, will be made monthly, as required by said Act; and in all cases where clerks having higher salaries are less efficient than those having less salaries, that fact shall be reported, that the salaries may be arranged on the ground of merit only.

XV. The affixing of papers, or writing upon any of the doors or walls of the Treasury building, or of its branches, is strictly prohibited.

XVI. Canvassing for the sale of any article, or soliciting subscription for any purpose whatever, is prohibited.

Heads of Bureaus and chiefs of divisions are directed to cause mounted copies of these rules and regulations to be posted in a conspicuous place in each of the rooms under their charge and to require a strict observance of all said rules. The duty of reporting any violation of these rules and regulations is strictly enjoined upon the officers of the department. They are considered absolutely necessary, in view of the present pressing condition of the public service. They are such as are enforced in every well-regulated counting house, where the clerks are engaged many more hours than they are here. They will be rigidly enforced; and no immunity from them will be granted to any person. Prompt removal will follow every wilful violation or culpable disregard of them.

DANIEL MANNING,
Secretary of the Treasury.

APPENDIX B.

TREASURY DEPARTMENT.—RULES FOR THE GOVERNMENT OF THE WATCH.

AUGUST 3rd, 1889.

The watchmen of the department will be under the immediate control of the captain of the watch, acting under the instructions of the chief clerk, and will be governed according to the following rules:—

I. The watch will be organized in three reliefs, each relief to remain on duty eight hours, and no watchman will leave his post without consent of the officers in charge, or in case of danger. Each night-watchman will patrol his beat at least once every thirty minutes, and the officer in charge will make the rounds of the entire watch every two hours at least. It is not desirable that watchmen remain in the building after being relieved. The day watch will take charge of the outer doors and see that no improper persons enter the building. It will be the duties of the watchmen entering upon duty at 4 p. m. to see that no improper person remains in the building; that the doors and windows are securely closed and that the water pipes and fires in all the rooms are in a safe condition; and every watchman on duty during the night will see that all is kept in this condition of security while he remains on duty. If anything is found amiss or neglected, it must be immediately reported to the officer in charge of the relief.

II. The captain of the watch shall see that the corridors and stairs are at all times kept free from any noise and disturbance, and shall report to the chief clerk at once any violation of this rule by any employee of this department.

III. In case of sickness, the captain of the watch shall be notified, if practicable, at least one hour in advance of the time for posting the relief to which the said watchman belongs.

IV. Any watchman found intoxicated, sleeping, smoking, reading, or writing, when on duty, will be reported to the chief clerk for disobedience of orders.

V. Watchmen will wear their badges, while on duty, in such a position that they may be easily recognized.

VI. The daily record will be kept of the watch, in which the names and time of entrance on duty, and relief, absence, or inattention to duty will be noted, and any other fact which should be brought to the attention of the chief clerk. A consolidated monthly report will be made from this record to the chief clerk.

VII. The outer doors will be opened at 8 a. m. for the admission of clerks and employees, and will be closed at 4 p. m. Visitors will not be admitted after 2 p. m. No person will be admitted to the building at other times unless specially authorised by a pass. Persons authorised to enter the buildings out of office hours must enter at the main door of the Fifteenth Street Front. Every employee, on entering the building at any time, except between the hours of 8 a. m. and 4 p. m., will register his or her name, time of entering and leaving, office and room, at the office of the Captain of the watch.

VIII. Permits to enter the buildings when closed will be issued by the chief clerk and countersigned by heads of bureaus, or their assistants or deputies, or chief of divisions of the Secretary's office, to persons employed in their respective offices, for periods of time not exceeding thirty days, and upon official business only; and such permits must show the number of the room to which the bearer is thereby entitled to enter.

IX. No keys belonging to any of the doors of the department or its bureau will be taken from the buildings, or kept in personal possession. After the rooms shall have been cleaned, the labourers will lock the doors and deliver the key to the watchman at the main entrance, who will place them upon the key-board provided for the purpose; and no key will be delivered to any person before the day following, except to such as are authorized by pass or otherwise to receive the same, or to watchman in case of danger.

X. Stand pipes have been erected in each wing of the Treasury building, with hose connections, etc., on each floor from basement to fourth floor, to be used in case of fire. Should a fire occur, it will be the duty of the watchman discovering the same to immediately to turn in an alarm to the engine room, and then stretch hose nearest to the fire and open the valves of the stand pipe to which the hose is connected.

XI. No person will be allowed to take out of the building any parcel or package, or moveable property whatever, unless it shall appear, from examination or enquiry, that it is not the property of the department, except upon the written order of the secretary, assistant secretaries, chief clerks, assistant superintendents, heads of bureaus, or their assistants or deputies, chiefs of divisions of the Secretary's office, store-keeper of this department, or foreman of the branch printing office; and such order must specify distinctly the properties allowed to be removed.

XII. Collectors, peddlers, newsboys, agents soliciting subscriptions, vendors of articles and like persons, will not be permitted to pass through the room, except such as may be specially authorized; and if any who have permits depart from or exceed the license given them, the fact will be reported to the Captain of the watch. It shall be the duty of the day-watchmen and messengers to see that this rule is enforced.

In executing the above rules, watchmen must be polite and courteous.

WILLIAM WINDOM,

Secretary of the Treasury.

Test

FREDERICK BRACKETT,
Chief Clerk.

APPENDIX C.

TREASURY DEPARTMENT,

OFFICE OF SUPERINTENDENT OF BUILDING,

WASHINGTON, D.C., 9th November, 1889.

SIR,—In reply to your letter of the 31st ultimo: We do not have printed "Rules and Regulations governing our men and women who clean the building." We have ninety charwomen at a salary of \$240 per annum. This force sweeps and scrubs the

halls and stairways; our floors are tiled; they report for duty at 4 p.m., and are expected to complete their work not later than 6 p.m.; they enter and depart from one door. Watchmen inspect all packages and see that they do not contain Government property. The rooms are swept and dusted by the messengers and labourers; in the various offices after office hours they are required to lock the doors and turn in the key to my office. In the morning the messengers and labourers are required to report not later than 8 o'clock, when they open the rooms, build the fires, fill coolers and see that the rooms are in order. Under the law the chief clerk is superintendent of the Treasury building. The duties of the assistant superintendent are the same as custodians. Find copy of instructions.

Employees entering the building before or after office hours require a pass (see blank), which is registered: admission through main door only. Their names are registered (see blank), and they are charged with key to room which they must return for credit.

Watchmen, after the employees have gone, enter all the rooms, examine vaults, safes, windows, heaters and basins, and are the sole custodians from 6 p.m. to 9 a.m. The force consists of sixty-two watchmen and two lieutenants, fifteen men assigned to day duty, the remainder divided into night watches.

Employees are reported for tardiness, etc. (See blank.) Should you desire further I will consider it a pleasure.

Respectfully yours,

HON. A. P. SHERWOOD,
Commissioner of Police, Ottawa.

H. A. COBAUGH,
Captain of the Watch.

APPENDIX D.

TREASURY DEPARTMENT,
OFFICE OF THE CAPTAIN OF THE WATCH.
188 .

The undersigned requests permission to enter the Building to
call upon
in the office of , on business.

Sign

Address

Admit :

This permit to be signed by the Head of a
Bureau, or his Assistant or Deputy or
by a Chief of Division of the Secretary's Office.

APPENDIX E.

TREASURY DEPARTMENT,

Captain of the Watch :

188 .

Please pass out package containing

APPENDIX F.

(Special daily pass.)

TREASURY DEPARTMENT,

18

Admit

to the Treasury Building until o'clock to day.

Chief Clerk.

This pass will entitle the holder to admission to the Treasury Building, at the East Main Entrance, until the hour named, for the purpose only of visiting the officer countersigning it.

This pass is not transferable, and, upon entering the building, the holder will surrender it to the door-keeper.

APPENDIX G.

SPECIAL MONTHLY PASS.

TREASURY DEPARTMENT.

, 189 .

Admit
to the Treasury Building during the month of

FRED. BRACKETT,
Chief Clerk.

Over

This pass, when properly countersigned, will entitle the person named therein to admission to the Treasury Building at the East Main Entrance, during every business day from 9 a. m., till 4 p. m.

APPENDIX H.

EMPLOYEE'S PASS.

TREASURY DEPARTMENT,

189 .

Admit
employee of this Department, to the Treasury Building during
the month of

FRED. BRACKETT,
Chief Clerk.

over.

This pass, when properly countersigned, will entitle the employee named therein to register at the East Main Entrance, and thereafter for the period mentioned, to admission to the Treasury Building, at said entrance, every day from 7 a.m. until 9 p.m.

Upon registry of the employee, this pass will be surrendered to the door-keeper.

APPENDIX I.

TREASURY DEPARTMENT.

OFFICE OF THE CHIEF CLERK,

189 .

Admit
until

to the Treasury Building

FRED. BRACKETT,
Chief Clerk.

Over.

This pass will admit Mr.
to the Treasury Building from 9 a.m. to 5 p.m. To be taken up at expiration of date,
or sooner if desired.

Mr. ISIDORE N. DESLAURIERS read the following statement from the
Messengers of the several departments.

We beg respectfully to submit the following to the Civil Service Commissioners in
accordance with their letter of date 23rd December.

The messengers would most respectfully submit that they are in receipt at present
of only \$500 maximum salary.

They think that justice should be done them by granting an annual increase of \$50
till the salary should reach the sum of \$600 per annum. After a service of ten years,
with the approval of the deputy heads of the departments, they think themselves enti-
tled to look for a salary at \$700, so that their superannuation, when it took place, would
be some worth to them. It is also the opinion that when a messenger enters the service
his salary be at the rate of \$400.

We are also of opinion that the chief messengers of each department, having more
responsibility, should have a more liberal rate of pay than others in order to remunerate
them for their extra work and to preserve the discipline of the messengers service. After
a messenger dies in the service, not having been superannuated, it is considered that the
payments he has made to the superannuation fund, should be paid over to his heirs,
widow and orphans.

They are also of opinion that living in Ottawa is more expensive than most Cana-
dian cities, and would most respectfully submit the cost of a family in Ottawa of, say:

Eight persons at fifteen cents each per diem.....	\$438
House rent at \$10 a month.....	120
Wood and coal for the year.....	60
Water rates and snow cleaning.....	13
Light - coal oil, etc.....	15
School fees and books for children.....	25
Church dues and payment to superannuation fund.....	25

The above sum amounts to the sum of.... \$696

while there is no mention of doctors fees or any unforeseen expenses of any kind. In
the service, of course, we have to keep ourselves decently clothed to be about the
Ministers and others. Our hours are sometimes very long. We are supposed to be
there from 7 o'clock in the morning until 11 o'clock at night.

Mr. DAVID MATHESON, Superintendent of the Post Office Saving Bank, appeared
and stated that he came to speak for the administration of that branch, and was then
examined.