

1144. How long have you filled that office?—As superintendent for three years, but before that I was assistant superintendent for seven years. I have been 29 years altogether in the service.

1145. How many clerks have you in your branch?—There are 34 permanent clerks and five temporaries. I have prepared a statement showing generally the way the business of the bank is done, which I will read.

Deposits in the Post Office Saving Bank are made through the medium of certain postmasters specially authorized to receive them. When making a first deposit each person signs a form of declaration, in the presence of the postmaster, that he has no interest in any other deposits and that he will abide by the regulations. That declaration, containing the depositor's certified signature, is transmitted to the head office; and all subsequent applications for withdrawal must contain, as a guarantee of identity, a similar signature. As soon as that declaration has been executed, and the money handed in, the postmaster enters the amount in a consecutively-numbered pass book, of the series supplied to his office, attests the entry with his signature and the dated stamp of his office, and then delivers such book to the depositor. The pass book entry must be subsequently confirmed to the depositor by a direct receipt from the head office at Ottawa, within ten days, or eighteen days if the depositor be resident in British Columbia or the North West Territories.

Every deposit is entered, as received by the postmaster in the form of return, framed for the purpose, which at the close of each date when transactions occur, is transmitted to the head office and forms a basis of the deposit side of the bank ledgers, where the depositor's accounts are all exclusively kept. The cash which postmasters receive on Savings Bank account is jointly with money order and revenue receipts, deposited by them to the credit of the Receiver General on post office account, and appears as a distinct item in the cash account, sent daily, or weekly, as the case may be, to the accountants branch of the Post Office Department.

Withdrawals from the Post Office Savings Bank are affected by means of applications to the head office, where the depositor's accounts are kept, and payment is made by cheque payable to the depositor's order and drawn by the superintendent on the Bank of Montreal, Ottawa, against a special credit furnished to him by the Finance Department. Such cheques are sent by registered letter to the postmaster designated in the application, and when delivered an entry of the amount is made in the depositor's passbook the depositor signs for the cheque a receipt which is returned and retained on file in the head office as evidence of payment.

1146. You have two receipts for the money then?—We have first the application and then the receipt. We have also the entry in the pass book which may be called a third evidence.

1147. Please explain why it is necessary to have a special vote for computing your interest?—The reason of that is that the computation of interest in the way in which we do it is peculiar to our system. In order fully to understand the reason, I would almost need to explain the whole system. Our books are all closed on the 30th June. It is necessary before we put the transactions of a subsequent year into our ledgers that the whole of the balancing should be done and all the interest for the past year credited in the depositor's accounts; otherwise there would be confusion and mistakes. The success of the present system depends upon the vote, as it enables the work to be done with speed and at the required moment.

1148. You do it by anticipation?—Yes; we calculate the interest in anticipation.

1149. You calculate the interest on the deposits in anticipation, and you charge the interest on withdrawals in anticipation, and you strike the balance?—Exactly; so that at a given moment it is all done. During the first years of the bank we tried various methods for doing the annual balancing; we tried the system of paying by the hour; we tried the system of bringing in clerks from other branches to assist; we tried out our own men doing it without extra pay. All these plans utterly failed, and we were obliged to resort to the method of employing only our own trained men and paying by

the piece, and it is upon a piece basis that it has for the past eighteen years been performed. I need hardly say that the piece basis is very economical.

1150. But it is a case in which you have used your own men, having a vote that you can expend irrespectively of the provision of the Civil Service Act?—Yes.

1151. And you can pay directly to your own men for extra work; and you do pay them according to the amount of work they do?—Yes; and I might add that no other men but those trained to the work can do it.

1152. They will do it ten times as fast as new hands, and ten times more correctly?—Yes.

1153. It is purely a case in which the provisions of the Civil Service Act, that no extra payments can be made to a member of the permanent staff, is inapplicable?—It is totally inapplicable.

1154. But in order that it may be done fairly and openly, you take a vote from Parliament that you may expend without reference to the Act?—Yes. The fact is that the Civil Service Act, when it was framed, apparently did not take into account such work at all. Our system largely hinges upon that vote. Our plan of accounts was specially framed with a view to the speedy and accurate accomplishment of daily work, and the annual balancing to be completed as a separate and a distinct thing.

1155. So it is a question of celerity in putting down these balances and adding them up?—That is it.

1156. There is no discrepancy between the various balances in your deposit ledger and those written in your general ledger?—We prove that, and the system by which we do prove it forms part of this annual balancing work. We group it all together, and we do it once a year. In our system we cannot close our doors at a particular hour, because we are depending upon the arrival of postmasters' returns.

1157. You had a little friction with the Auditor General the last time of paying this extra work?—Yes.

1158. Because some of it was done during office hours?—Well, I do not think the Auditor General understood the methods of our work. I may say if the Auditor General fully comprehended our system, he would not have raised any objection to it.

1159. In fact, the work that would have been done in the normal condition during office hours, was done after hours, so it was as broad as it was long?—Yes; whenever you allow the regular work to be interrupted in the doing of that extra work. To adjust all that, with accounts not coming in promptly, is always an extremely irksome and difficult thing to do, and forces, for the time being, a change in the hours for ordinary work.

1160. That is to say, you found it more expeditious to postpone posting into the ledger the ordinary deposits while the men were computing the balances, until the job was done?—Yes: we adopt our day to the work.

1161. Then practically you paid what was done over time for the computation?—Yes.

1162. How much does that amount to?—\$2,400 for the 34 clerks. We cannot employ all our clerks however for that purpose. They are not sufficiently well trained. Of the permanent staff, excluding myself, I think about 30 men would represent the number employed on that work last year. They must all be expert in handling accounts.

1163. Twenty men would be \$100 a piece?—It runs from about \$75 to \$80 on the present average.

1164. How long are they at it?—It depends a good deal upon how the postmasters' daily returns come in. This last year, for example, we got through by the 23rd or 24th July. Usually it takes the whole month of July, we set the month of July apart for it. It runs until about the 28th. You may think it is a pretty large sum, but you should bear in mind the fact that that particular work has to be done in the hottest month of the year, and when our men are considerably exhausted with their regular daily work, and daily work of the Savings Bank must be all done and completed within the day. We cannot leave a portion of it over until the next day. The habit that many people have of reserving deposits until the end of the month—our interest not beginning until the first of the succeeding month, throws an immense mass of business toward the end

of the month, which has to be dealt with at the head office at the beginning of the next month. That makes the first week of July always very heavy for ordinary work. The extra work is a very severe task on the men and many of them break down in the performance of it even under the piece payment plan.

1165. How many accounts have you got?—At the present time 112,000. Our last balance was \$21,589,000.

1166. That is all over in the month of July?—Practically it is. We have made it a rule ever since the bank was started that the month of July is a month in which no clerk can be allowed any holidays or to absent himself for any reason except sickness.

1167. Your staff is constituted of 34 permanent and 5 temporary clerks?—Yes.

1168. Of what grades?—I am the chief clerk; I have 1 first-class clerk, 7 second and 25 third-class clerks. The temporary clerks are paid at the rate of \$400 a year, the lowest rate of the Civil Service Act.

1169. How much do you pay your third-class clerks?—From \$950 all the way down to \$400.

1170. We should imagine that in your department, with a great deal of sameness in the work, the grade of clerks required might be pretty much the same with the exception of the first and second class. Now, what difference do you make between one of your third-class clerks at \$950 and a temporary clerk at \$400?—No difference whatever. I am not sure that I am at liberty to express an opinion regarding the present classification.

1171. By all means answer?—My experience demonstrates this, that the present classification of clerks into first, and second and third class, is simply an unqualified humbug. It rests on no defined principle, and has in practice been productive of the most absurd inconsistency and of much injustice to the service in the relative distribution of duties and salaries. The present class periods, too, are absurdly long; if they were strictly adhered to it would take forty and a-half years to reach the top. The remedy lies, in my opinion, in a classification of duties and responsibility with definite scales of minimum and maximum pay for each. Speaking for the savings bank, my classification on that principle would be this: First, writers—who would represent nearly a third part of our work—to do copying; second, book-keepers, for accounts and statistics; third, correspondents, for letter writing; and fourth, superintendents for supervision and control. Of the latter officers there should be two, a superintendent and an assistant superintendent for the savings bank. For the past three years there has only been one, although formerly there were two. It is a most dangerous thing to have only one officer in exclusive control of such an institution, liable as he is at any moment to be removed by sudden sickness or absence on official business. To leave the bank in the hands of a clerk, I do not think a safe or prudent thing. I think there should be alongside with the superintendent, another man qualified to take his place in case of need. Then further, with regard to the plan of classification, it would bring to each duty the appropriate ability, and would prevent the bestowment of high salaries on inferior men. A writer would remain as a writer, book-keeper as a book-keeper, and a correspondent as a correspondent, or unless when a vacancy occurred in the higher position his fitness for the duties would command the appointment. A system of classification similar in principle to this—the divisional titles and scales of pay changing with the nature and responsibility of the work—might be made to apply to other branches and would result in securing to the country an economical service with work and pay appropriately and proportionately distributed.

1172. Would you speak now as regards salaries?—In speaking upon salaries, I may say that my term of official life is nearly over, and I have no interest in saying anything that is not in my judgment purely for the benefit of the service and the country. I have a word or two regarding salaries that I wish to have put on record. In order clearly to understand the question of determining suitable pay for subordinate employees in the Departments at Ottawa, it is necessary to state the conditions under which the lowest assumed duty. They must come equipped mentally and physically for service. In such an office as the Savings Bank there is no opportunity for experiment. Everything, no matter how simple in its nature, must be done intelligently and accurately from the

start. The duties, too, are part of a peculiar system, to understand and fully to carry out which, is to be the employee's profession or life work. His home is to be in the city of Ottawa, and his personal expenses must be governed by the cost of living in the capital. On how much can he board and clothe himself, and defray incidental expenses? Now, having recognized these three essential elements in the case, namely board, clothing and personal expenses, how much should each represent? In regard to board there are many degrees of quality, from \$10 a month up to \$60 a month. And here a word of caution in the interest of any public office, but especially one so exacting in its service as the Savings Bank. A cheap and inferior boarding house is destructive of health and character alike. The young men who come to Ottawa are away from the safeguards and restraining influences of home: and therefore from every point of view, personal and public, the higher the quality of the boarding house—I do not speak of hotels—the better for the individual and the better for the country. From a number of young men of typically excellent character in the service, I have ascertained what their annual expenses are at present in Ottawa, and the facts justify me in putting the cost of board, lodging and washing at \$30 per month, clothing, in such a variable and exacting climate, and in a style in keeping with the somewhat exceptional circumstances of the employee's public life, cannot be placed at a lower figure than \$10 per month.

While excess in clothing is an extravagance to be condemned, poverty in dress has much more pernicious effects. Then there are incidental expenses which although impossible to defend must always be recognized, especially for young men who are away from home. In Ottawa scarcely a single intellectual, athletic or social exercise or enjoyment can be indulged in by them except at an expenditure of money. They have no claims on the city's domestic life, and what society they can obtain must be procured at some expense either directly or indirectly. One item in the expense is peculiar to the service and in reaching a conclusion it must be recognized, and that is the cost of enjoying an annual holiday at home. The service is and must be expected to be drawn from every part of the Dominion, even the remotest. The travelling expenses of the customary "annual leave" to and from one's native place would in the majority of cases make an average say of \$40. The incidental expenses, therefore, without any approach to extravagance, would scarcely be met with a less sum than \$10 a month. These three items then, (1) board, \$30; (2) clothing, \$10; (3) incidental expenses, \$10, reach an aggregate of \$50 a month or \$600 a year as the absolute necessary requirements for the maintenance of a junior clerk entering the public service at Ottawa.

I have here a word to say with regard to the argument frequently used on the question of Civil Service salaries. It is said that inasmuch as clerks enter merchants' office or banking houses at small salaries, say \$120 to \$240 a year, the same rule should apply to the public service. Such reason rests on a serious misconception. It assumes that such clerks are earning a living, while they are in reality only serving an apprenticeship in order that at a later period in life they may be able to earn a living. During the apprenticeship period in either shop or bank, the \$120 or \$240 is supplemented by parent or friend to the average extent of at least \$300 per annum, this allowance falling short of the cost of the necessary personal expenses by that sum. The merchant's clerk serves an apprenticeship at \$120 a year in order to qualify himself for earning an income of unlimited amount at some future day; the bank clerk that he may reach an income of perhaps \$20,000 a year. The public service has no such prospects to offer as commercial life, nor does it furnish in scarcely any department the opportunity of preliminary experimental training. In the Savings Bank branch of the public service a clerk must come equipped and ready to do responsible work at once. He must begin where the ordinary bank clerk or merchant clerk leaves off, or else he is only a useless expense to the country. In an ordinary bank it takes from two to three years to qualify for responsible ledger duty. Of course there are exceptions, but I think that is very near the average period. In the Post Office Savings Bank deposit accounts must be handled at once, and by competent book-keepers. There is no provision for training, and from the circumstances of such official work, there cannot be any. Then again initial salaries at less maintenance rates for the service in Ottawa, means

giving that service only to the sons of the well-to-do classes and denying to the sons of the less fortunate. Should such a distinction be made in a country whose government rests on the fundamental principle of equality of citizenship? What man with very limited means could afford to give his son three or four hundred dollars a year for an initial training period of say three years? That points to what I consider a very important need in our service, namely, proper or maintaining initial pay.

There are two pays in our service that I think are utterly inadequate, the initial pay to a junior clerk on entering the service, and the pay to a deputy head. I would like to say something with regard to a peculiar class of expenses incidental to the position of deputy head, and it is also thought in a much less degree incidental to the position of other high officials. There is an immense amount of what may be called official hospitality that has now to be borne by the deputy heads. It is incidental to their position in Ottawa as the capital of the country. Men come from all parts of the Dominion and from abroad to the seat of Government on public business. They meet the deputy heads, especially in the absence of the minister. Deputy heads have frequently to go to distant places for state purposes, and have to meet on terms of intimacy with public men. There must be a reciprocity of kindly and hospitable feeling; it is in the interest of the state and public business that it should be so. I think that should be recognised as an element in the calculation of what a deputy head's salary should be. Besides the present salaries—\$3,200—were fixed twenty years ago for the deputy heads, when money had a purchasing power in the city of Ottawa full 30 per cent greater than it has now. Then there is another point in regard to deputy heads. We have two classes of them. We have deputy heads whose training for departmental administration and management can be acquired in the service itself, and we have another class whose training must be expected to be obtained outside. The latter are scientific or professional men. For example the Department of Railways requires trained engineers of a high class, and the Department of Justice needs men of high professional standing in the law. Now in addition to a deputy's pay as such there should be what I call a professional pay for professional men. The reasons for it are self-evident.

To come however to the question of apportioning salaries to a classification based on duties and as applicable to the Savings Bank, in my view, writers—the lowest class—should commence at \$600 and rise by annual increases of \$48 to a maximum of \$792 in five years.

1173. Does that correspond to the 3rd class?—Our 3rd class is a fiction. Many of them have to do senior duties.

1174. But as a substitution for the 3rd class as it exists now you would have that writer class which starts at a minimum of \$600 to attain a maximum of \$792?—That is it. The fact of the matter is it would include not only many of the 3rd class, but a portion of the 2nd class also. Then the book-keepers should begin at \$900 and go up at \$60 a year until they reach a maximum of \$1,140. I should like to explain why it is that I have adopted this five-year system. There is something about it that in my view seems reasonable. For example, a young man comes into a public service here at 20 years of age taking that as a standard. He comes in as a writer at \$600 a year. At 25 years of age that young man may be reasonably expected to assume what you call domestic responsibilities. In a general sense it is every man's duty at 25 years of age to think about getting married. Now, if you have brought him in at \$600 a year you have only given him a maintenance allowance. The annual increase of \$48 a year would give him something which he can save with a view to commence domestic life at a period when young men are expected to assume that responsibility. When he has reached that point he has also got a salary that, with very economical living may keep him in that position. He would be receiving \$792 a year. There are a good many of our younger men who are in that position in Ottawa now. I know they have to live very economically but they manage it. Then book-keepers, of course, are a step higher in the field. They require a higher grade of intelligence, a knowledge of accounts and their average age may be placed at twenty-five. They would reach their maximum within a reasonable

period and at almost the best period of their life. Much responsibility attaches to that position. Then I come to correspondents. In a correspondent you have a higher type of man still, a man of considerable literary culture, of good judgment and with a complete knowledge of the bearing of all the details of his office. For this position the average commencing age would be thirty, or five years later than a book-keeper's age. \$1,200 with annual increase of \$72 until a maximum of \$1,488 is reached, is an over-estimate for the position of correspondent. I next reach controlling officers, chiefs and assistant chiefs of branches, no matter by what special title they may be designated. Where two such officers, a junior and a senior, are needed in one branch, the junior should begin with \$1,800 a year, or the present maximum of the first-class and go up with an annual increase of \$96 a year until he reaches \$2,184; the senior officer, if non-professional commencing at \$2,400 going up with an annual increase of \$120 until a maximum of \$2,880 has been attained. My reason for raising the annual increase for each position is this: As these men go into higher duties there an species of expense incidental to them, that must be met by greater annual increase than for those lower down. I am going on the principle of maintenance all through. With regard to salaries for deputy heads, I wish to remark that there is nothing that affects the character of a chief controlling officer more than the distinction between his pay and that of those under him. In the Post Office Department to-day we have subordinate officers getting larger salaries than the Deputy Minister. Perhaps I should not use strong language about it; but I feel that that is a gross wrong. We have subordinate employees getting \$4,000 a year. I do not say that these men are undeserving of such pay for the office they hold; but discrepancy of that kind destroys the whole sentiment and sense of authority towards senior officers and has a tendency to make effective control impossible. My view is that a Deputy Minister should have not less than \$4,800 as Deputy Minister, and then professional gentlemen who are brought in as deputy heads should have whatever additional amount the Government can agree upon with them for professional pay.

There is one other point with regard to salaries and control which I wish to mention. We find it very difficult to carry on work properly for the want of subordinate controlling officers. I would like to see a system of control-pay adopted. It is some times spoken of as duty pay. What I mean is this: A man has charge of a large room with perhaps ten, fifteen or twenty men. He is a clerk. He is to be responsible for their conduct, for their behaviour. Our rooms are badly planned for supervision of men; indeed their construction is such that constant oversight by the chief officer is in some branches impossible. A man in charge of other men should be paid something specially for supervision of the conduct of the room irrespective of his salary.

1175. His salary should be large enough to cover it?—No; I do not think that. A salary does not carry the same effect. It is control-pay that is needed and to the men who for the time being can be entrusted with that duty. A man may be a very competent book-keeper for example, in his class, and yet utterly worthless as a maintainer of order and discipline. We frequently find a man junior in pay but excellent to control, and just the man whom all the other men in his room would respect. By giving him special pay for that purpose it accomplishes the object and it is the only way so far as I can see that the object can be satisfactorily accomplished.

1176. Is that carried out elsewhere that you know?—They have had in England something corresponding to it, and have it I think in many offices still. I am not aware that it worked unsatisfactorily there. Their system being founded upon an entirely different principle from ours, they have not had the same difficulties to contend with in that respect that we have. The British system is largely a non-political system.

Under the classifications which I have suggested the question of promotion—now so troublesome in our present system—would disappear. If a man be a book-keeper he remains a book-keeper in that class, and his maximum pay would be in keeping with his position. The salaries indicated are, looking at the present cost of living in the city of Ottawa, in my judgment neither extravagant on the one hand nor insufficient on the other. Rates of pay should be periodically revised, say once in each five years, and made to correspond with the increased cost of living at the Capital.

1177. Practically then in your opinion, the lower part of the Public Service and the higher part are under-paid?—Both entirely under-paid. The intervening portion of the Public Service have in many cases got themselves forced into fairly comfortable positions. But the lower men and the higher men are helpless.

1178. What is your view about examinations?—I am very strongly in favour of them. I do not see any other way by which the people of this country can be made to enjoy this advantage of what may be called a people's service that is, that every well educated young man from one end of the country to the other may have a perfect right to come before the examiners and be tested according to his fitness, according to his standing, and to be chosen for public employment. Of course there is an element of character and conduct to be considered and physical health to be vouched for.

1179. Competition, with qualifications, is the only manner by which the service can be opened to the people at large?—Yes; I think so.

1180. It is not always the best test of efficiency, but it is one test?—It is one test.

1181. And perhaps the principal element by which a Civil Service may be opened to all the people of a country whether they may be rich or poor?—The competitive principle disarms criticism by destroying privilege, and that is the great value of it. I had some little opportunity two years ago of looking into the British Service in the Savings Bank branch and the working of it. They have a system of open competition.

1182. Are they appointed by competition in the Savings Bank in England?—Yes. The Postmaster General there cannot appoint a single man.

1183. In your branch have you ever had any appointments made that you did not like, and without your being consulted?—Of course we cannot say anything about men until after we have tried them. You do not know in advance what a man is.

1184. But after you have tried him?—Yes, appointments have been made without my being consulted. In regard to the savings bank it is a continually growing office and additional men are frequently required. I may tell you that in the case of the savings bank during the 23 years that it has been in existence, we have had 98 men appointed and our staff at present is only 39. The official life of a clerk in the Post Office Savings Bank is only four years and a half on the average. The average official life of the present staff is seven years and a half.

1185. Is your staff now all efficient men?—With one or two exceptions we pronounce them efficient.

1186. How did these exceptions come in?—One of them was a transfer from another branch to ours.

1187. Were you consulted in that transfer?—It was before my time.

1188. Do you remember whether your predecessor was consulted?—I am not quite sure.

1189. There was no compulsion?—No, there was no compulsion. I may say here that I think in regard to making appointments to offices and forcing men from one branch to another, it should be distinctly understood that it is not attributable to the Ministers or to the deputy heads of the departments; it is almost entirely the people's doing. A Minister is constantly in a position of resistance as it were. I may tell you that for a number of years before the savings bank was organised, I held the position of private secretary to various heads of the department, and I know what was done. Outside pressure causes nearly the whole trouble.

1190. If the Minister did not resist, what sort of a civil service would you have at all?—That is so.

1191. You say you had one or two inefficient clerks?—What we call inefficient in the Savings Bank may not be inefficient in another office.

1192. But you said they were inefficient in your office?—Generally speaking inefficient clerks are not kept.

1193. Have you made any effort to get rid of them, or can you get rid of them?—Yes, I have reported one or two men as being inefficient.

1194. And what has been done?—Nothing has as yet been done.

1195. Do you expect that something will be done?—Yes, I have been promised that when there is a possibility of exchange or making transfers, these men will be removed.

1196. How long is it since you made those representations?—In regard to one of them, about three months ago.

1197. Have you made any representations a considerable time ago to which promises have been made?—No.

1198. You say you have thirty-four clerks and five temporary?—Yes.

1199. Are these sufficient for the work?—Yes.

1200. Have you more clerks than are sufficient for the work?—I wish to say this regarding the Savings Bank. Owing to the work being of an incessant kind and daily, we must run no risk in the performance of it. We have to have a little latitude and a margin allowed us in regard to the number of our clerks. To illustrate, to-day three of my men are absent with la grippe struck down with illness and unable to work. Then we are liable at any moment to a sudden increase of work. There is no uniformity in the volume of our daily work and no portion of it can pass over till another day, and we have got to provide for that. The Savings Bank is altogether different from most other offices in this respect.

1201. But allowing all this latitude, have you more than sufficient men?—Yes, I should say that I have.

1202. To any great extent?—No, I think that out of my whole staff I could safely reduce the number only by three.

1203. You could get rid of three extras?—Well, I wish to say this: That in recommending a reduction of the staff it is not the extra clerks I wish to get rid of, it is certain permanent clerks. The extra clerks are exceptionally good clerks and very economical. We get from our extra clerks a very much better return for our money than we get from some of the permanent staff.

1204. And they, according to your views, are not paid as much salary as they should be paid by \$200 a year?—No, they are not.

1205. Do you make applications to your Deputy Minister when you want extra assistance?—Some years ago when we were changing our rate of interest, reducing it to a fractional rate, it occurred to me that the working of a fractional rate in our system would necessarily involve a good deal more ledger duty, and I applied then for two or three young men to train for that particular purpose. That is the only special application I have been obliged to make since I have been superintendent.

1206. How did these extra clerks come to you?—The Deputy Minister comes to me and asks if we have work for an extra clerk or if we need one.

1207. Then if you say yes, he makes the appointment, I presume?—I do not know. I suspect it is the outside pressure.

1208. Have you any views with regard to the Superannuation Act?—Yes; I have something to say. If we were constructing a service *de novo* I would not have a Superannuation Act at all, but instead of it a system of provident accounts, each man being obliged to contribute a fixed minimum sum monthly, which would be, as it were, the profit upon his own labour. I think that every man, during the working years of his life, is entitled to a profit on his labour to provide for those years when he cannot work. That is the theory in outside business, and the same should apply to the Public Service. The present Superannuation Act is justified on the ground—and it is only too true—that the present service has not been paid at rates that will admit of the men making a provision themselves for old age, and, therefore, it must stand as regards the existing employees. One of its provisions, however, should in all fairness be modified so as to admit of the contribution of men who die in the service being repaid to their heirs.

1209. If you could by any actuarial process now place to every man's credit the value of his payment under the present Superannuation Act, and could commence over again, you would adopt this system?—No; you could not do that with the present superannuation payments. But under the proposed plan a writer, for example, contributing \$6 a month at the end of 35 years would have at his credit \$5,400 of money, the result of just placing it in the Post Office Savings Bank and compounding interest

annually at the rate of four per cent. That sum would be the legitimate profit of his own labour during those 35 years.

1210. That is the annuity of \$72 with the accumulation of 4 per cent compound interest?—Yes. In the case of a book-keeper paying \$8 a month he would have \$7,069. A correspondent paying \$10 a month would have \$8,564. A junior chief clerk contributing \$15 would have \$11,853, a senior chief clerk contributing \$20 would have \$14,513. That is a substitute for superannuation, and, in my opinion, the proper one.

1211. That would cost the Government nothing?—Nothing; that is the man's own money.

1212. And if he died in harness his family would have it?—Yes; and it is a guarantee for the man's good conduct while he is in the service.

1213. But you make it obligatory?—Oh, yes.

1214. But you would pay him a good enough salary to enable him to pay that over and above his living expenses?—Yes; the salaries mentioned should have those figures added; they would represent a profit on each man's labour of about 10 per cent.

There is another point in regard to salaries, which I wish to mention. In my judgment it is a great injury to the service that we pay monthly. I should like to see the payments made fortnightly. The reason is this: The monthly payment has practically the effect of putting a large body of people who are in the public service into the credit system, depending upon tradesmen. We must have regard to the domestic and economic side of the service. If the payments were made fortnightly, families would always be in a position to make their purchases at the best advantage, and there could be no excuse for getting into any man's books. The figures in the scales of salaries I have mentioned are arranged so as to admit of fortnight payments being made in even dollars. Moreover, I am a little inclined to think that we are troubling the Bank of Montreal greatly by our present system. We pay by cheque on that bank. I will give you an illustration of how this works. Suppose that pay-day happens to come on Saturday, a crowd of clerks go down and fill up the bank and the business people of the city are very much incommoded in consequence. The bank officials must also be very much embarrassed, and besides there is much waste of valuable time and considerable disturbance of work caused by departmental clerks being obliged to go out of their office to get their cheques cashed. All this should be met by a simpler and more direct method of payment.

I wish to mention a point regarding office hours. Theoretically our present rule is from half-past nine to four, but we find in practice that it is absolutely necessary to provide for a lunch hour. We had an Order in Council and a Minute of the Treasury Board respecting attendance, and which refused to grant the lunch hour. Well, we tried to carry out the provisions of the Minute of the Treasury Board, but we found it impracticable in the savings bank. We found that men would take their lunch sometimes at twelve, and the process of eating go on to, perhaps, one or two o'clock. We found also that the men would get together and lunch in groups. It was a most irksome and difficult thing to control; for the few weeks that we tried the regulation our books and ledgers, and office furniture generally, received more injury than they had sustained by ordinary usage during the preceding twelve months. Our office was practically converted into a kitchen. We were obliged, in the interest of our work, to promptly set aside the rule and allow our men to go out for lunch. Now, there is only one system that is applicable to a lunch hour and that is the registration system. There should be a definite hour and a record the same as the attendance book in the morning, showing the time of a man's going out and his coming in. The same rule is not necessary in regard to leave at night; in fact, it would not do in regard to the Savings Bank, because we cannot leave until our work is completed, no matter how long it may take. I do not think, as regards the leaving hour, that the same arbitrary rule should apply, but there should be a system of registration for the arrival in the morning, the going out for lunch and the coming in from lunch. As to the morning hour, a good deal is to be said about it in the city of Ottawa. Too early an hour is not applicable to this city and to the service here. We do not get our mails, for example, distributed until nearly

ten o'clock, and, of course, it is mischievous to have a lot of men standing round doing nothing. We should start at the point where the work is ready to go on. It is a bad thing where you have got a number of young men together, not to have the work ready for them. As a rule we find in the Savings Bank that our work is ready about half-past nine o'clock. We cannot get it any earlier, and, therefore, I think that half-past nine ought to be the hour of commencement. I have this to point out also in regard to an earlier hour. A great many of our men in the Civil Service, from the fact of their being paid such low salaries, have to reside at long distances from the Parliament Buildings. If a man is to be here at nine o'clock, it means, in most cases, that he would have to breakfast at eight, and if he had to breakfast at eight, that means that his family arrangements have to be started an hour and a-half earlier. Then it must be borne in mind that the domestic life of most men in the public service is not like that of working men. This is a very delicate matter, but it should be pointed out. Many of the wives of civil servants are rather delicate women, and they are not able to hire proper help. I think this is a point to which some little consideration should be given. Where a delicate woman has to do her own domestic work, it is a great task to have to get breakfast at a very early hour, and it tells too upon her husband and his ability to do his day's work at the office. Therefore, I think that objection is one that should be recognized as against too early an hour. At present 9.30 is practically the hour. I am strongly in favour of one definite morning hour—9.30—and one definite lunch hour, whether from 12.30 to 1.30 or from 1 to 2 o'clock, as may be best suited to the office work, is immaterial. With these hours definitely fixed and a system of registration applied to them, the hours of departure may be left to the operation of the work and the judgment of the men in control.

1215. Would you empty the buildings entirely at luncheon time?—I am disposed to favour that in certain offices, I do not say that it is applicable to all offices. I think there should be a discretionary power. In the Savings Bank office it is very desirable that all our young men should go to lunch at the same time. There is a sanitary reason for that. It enables the windows of the rooms to be opened. The men are so much crowded together that the rooms need to be frequently ventilated. There are many reasons why the men should be back at a definite hour, but especially where men are engaged in associated work, one man depending upon another.

1216. Then about the attendance book?—The attendance book should be framed with a view to showing that.

1217. Have any losses occurred in your department lately?—The last serious loss in the Savings Bank was the one at Kingston three years ago.

1218. In the outside service of your department you have had losses of course?—They have all been outside; we have never lost a dollar within the bank itself.

1219. These people through whom defalcations occur, did they ever take holidays? Did this defaulter at Kingston take a holiday?—No, he covered himself up by continual presence in the office.

1220. Would it not be better to have the holiday compulsory?—It was the case of a holiday that disclosed the whole fraud. The man went away for a holiday. When he came back his first enquiry was "Has everything been going on right?" and they said "Yes, everything has been going on right!" except an enquiry from the Savings Bank at Ottawa regarding a certain depositor's pass book, and that depositor happened to be one of those whose accounts he was manipulating, and he at once confessed his wrong which had been going on for a number of years.

1221. In your opinion leave of absence should be compulsory?—I must think about that.

1222. At all events for those who deal with money?—Yes, with that point in view. I think there is an element of safety in that. In regard to leave there is one thing that I would like to mention, that is, its insufficiency in certain cases. Many of our young men come from long distances, and the time of going to and coming from home takes a good deal from their statutory allowance. There should be some consideration for that. Then, I do not think the leave should be uniform. There are some men whose

work is of such a nature that their leave should be longer than that of another in order to benefit them ; men, for example, who have exhaustive intellectual work and greater responsibility should have longer leave than others. In England the leave is more than double that of ours. What little I know of the French system it is just as carefully constructed as the British system, so far as the Savings Bank system is concerned I think it is more so.

1223. As a matter of fact in your predecessor's time when he was in England, the Post Office Department requested him to stay in order that they might improve their service in some respects from the Canadian example?—That was with regard to our Savings Bank system, and particularly in regard to that plan I was speaking about, the annual balancing. They do not do it as we do. It takes them, under their system a much longer time to accomplish it, but they pay for it just as we do, so much per account.

1224. It is understood your predecessor gave them several valuable hints?—Yes, he did. They adopted our plan of renewing accounts from exhausted ledger spaces.

1225. That is to say, to fill up the space when the space is filled up in the ledger?—Yes. In England, however, instead of giving one half a number they add the letter A which is the same thing in effect and works as satisfactorily there as it does here. It works admirably.

1226. You said sometime ago that for three months you had been employing two or three inefficient clerks ; would it not add to the efficiency of the service if the Deputy head had the power to suspend?—Yes, it would doubtless. But I want to say this : No official who has due regard to the responsibilities of a deputy head and the position of a Minister, likes to bring his deputy and his Minister into conflict, nor does he desire to embarrass the Minister. It is a very great responsibility under our political system to recommend the removal of a man. It is not an easy thing for a Minister to do. It is not an easy thing for a deputy to do. The deputy heads and the Ministers, in my judgment, ought to be far more independent than they are. I think this question ought to be dealt with by a Civil Service Board constantly sitting here at Ottawa, to whom a deputy head could refer at once. I think the deputy and the Minister would be far more free in their control of the service if matters of that kind were left in the hands of an independent board. There is no question that it would, under our present system, be a great advantage to the efficient working of an office if the deputy head had more control than he now can prudently exercise. I think on the whole, looking at our system of appointment, that the Savings Bank is exceptionally well favoured.

TABLE showing progressively, for each five years of a service of forty years, the result of monthly payments into a Provident Account, with interest calculated and compounded at the rate of 4 per cent per annum.

YEARS OF SERVICE.	MONTHLY PAYMENTS.							
	\$5.	\$10.	\$15.	\$20.	\$25.	\$30.	\$40.	\$50.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
5	330 81	661 62	992 43	1,323 24	1,654 05	1,984 86	2,646 48	3,308 10
10	733 26	1,466 52	2,199 78	2,933 04	3,666 30	4,399 56	5,866 08	7,332 60
15	1,222 91	2,445 82	3,668 73	4,891 64	6,114 55	7,337 46	9,783 28	12,229 10
20	1,818 60	3,637 20	5,455 80	7,274 40	9,093 00	10,911 60	14,548 80	18,186 00
25	2,543 37	5,086 74	7,630 11	10,173 48	12,716 85	15,260 22	20,346 98	25,433 70
30	3,425 18	6,850 36	10,275 54	13,700 72	17,125 90	20,551 08	27,401 44	34,251 80
35	4,498 07	8,996 14	13,494 21	17,992 28	22,490 35	26,988 42	35,984 50	44,980 70
40	5,803 60	11,607 20	17,410 80	23,214 40	29,018 00	34,821 60	46,428 80	58,036 00

THURSDAY, 31st December, 1891.

Mr. GEORGE F. EVERETT, Superintendent of the Money Order Branch of the Post Office Department, appeared and read the following synopsis of the Money Order system which he had prepared for the Commission, and was then examined.

Issue of a Money Order.

The particulars of the Money Order required are entered by the applicant on an application form (No. 1), and handed by him to the postmaster with the amount of the money order and commission thereon. Having ascertained that the sums tendered for the money order and commission are correct, the postmaster enters the necessary particulars copied direct from form No. 1 into both order and its advice, signing and stamping both with the official stamp of his office, showing date of issue. The order is handed to the applicant for transmission at his own expense to the payee, and the relative advice is addressed and forwarded to the postmaster at the office of payment by the first mail despatched after the issue of the order. If the money order is payable at any place outside the Dominion of Canada, the advice is forwarded in a special envelope addressed to one of the authorized money order exchange offices, instead of direct to the office of payment abroad.

Payment of a Money Order.

When an advice is received from the issuing office, it is stamped on the back with the date of its arrival, and examined to ascertain if it is intended for the office of receipt, then placed on special file to remain until the relative order is present or has become lapsed. The order, on presentation, is compared with the advice, and if found regular and in agreement therewith, and without alteration or erasure, it is paid upon being receipted by the person entitled to receive payment. Both order and advice must be stamped at once with date of payment and the proper entry made on the credit side of the money order account. When an approved chartered bank is situated in the same place as a money order office, the postmaster may, instead of cashing a money order, direct payment to be made by the bank by impressing on it a "pay-stamp" furnished him for the purpose by the department, but the amount advanced by the bank on any day must be made good on the following day by the postmaster upon his obtaining the surrender of the orders pay-stamped and paid.

General outline of the system.

Postmasters at cities and large towns who are authorized to transact money order and savings bank business, and may be denominated first-class, are required to furnish a daily money order account, those of the second-class, namely, postmasters at small places are permitted to furnish four accounts only during each month, showing their transactions up to the 8th, 15th, 22nd, and last day of each month. Postmasters of the first-class are directed to deposit twice daily to the credit of the Receiver General all sums received from money orders and from savings bank depositors, less the amount that may have been applied during the day for cashing small money orders. Postmasters of the second-class are required to remit to the bank at the close of each day the whole amount in their possession in excess of the sum required for payment of orders advised during the previous fourteen days and not paid. The banks are instructed to furnish postmasters without delay with a receipt for each deposit or remittance, and to advise the department and Receiver General daily in detail, by stipulated forms, of the several sums received from postmasters on post office account. In his money order account the postmaster describes on the debtor side the particulars of each order he issues with the commission thereon, and on the credit side the particulars of all orders he pays, distinguishing between those issued in Canada and these issued by offices in other countries. He totalizes the respective columns and carries the totals to his daily or periodical cash account, as the case may be, which is a balance sheet showing his receipts, payments and remittances on either money order, savings bank or postal revenue account.

The cash account is prepared for the guidance of the acting financial comptroller, whom it enables to prepare the postmaster's ledger account and to know the postmaster's indebtedness to the department at any period. The postmaster forwards the paid money orders, salary warrants and cash account enclosed in the money order account to the money order branch, where the totals shown in the cash account are checked and agreed with the totals of the money order account. After this examination, the cash accounts are forwarded to the account branch through the savings bank, where the items relating to the bank are examined and proved. The money order account with the paid orders is placed in the hands of a registration clerk in the money order office, who ascertains if the correct sum for commission on each money order has been accounted for, that all the orders issued are entered in numerical sequence, and that the totals of orders and commission are correctly given. Any discrepancy between the amount charged or claimed is adjusted by means of an error notice directing the postmaster to add to or deduct from the respective totals in a future account. The paid orders are counted and compared with the entries made by the postmaster on the credit side of his account, and the sums total are proved. The postmaster's issues are then recorded in a special register, wherein is shown date, number and amount, and the correctness of the entries is proved as soon as possible by transcribing into an adjoining column the amount copied from the orders after payment. This is called marking off, and proves not only the accuracy of the postmaster's account, but shows at a glance all orders that are unpaid or outstanding. After the close of each quarter, the correctness of the entries made in the postmaster's ledgers is proved by an addition of the paid and outstanding orders recorded in the registers of the money order office.

1227. How long have you been in the public service?—Since 1875.

1228. At Ottawa all the time?—No. I was superintendent of the Money Order office in New Brunswick during the time there were local superintendents in Nova Scotia, New Brunswick, Prince Edward Island and British Columbia, as well as a chief superintendent at Ottawa in charge of the offices in Ontario and Quebec. I was transferred to Ottawa in 1882, having been appointed assistant superintendent in 1881.

1229. How many Money Order offices are there all told?—On 1st July last, there were 1,100 throughout the Dominion.

1230. You mentioned commissions paid to country postmasters, what rate do you pay?—I did not refer to commissions paid to postmasters, but to the commissions we receive on orders issued from the public.

1231. What commission do you allow postmasters?—Postmasters in cities are paid salaries and do not now receive any commission on their transactions. Country postmasters are allowed one quarter of one per cent on the total of their issues, and one quarter of one per cent on the total payments of orders issued abroad, that is, outside of Canada. They also receive one quarter of one per cent on the total sum received from Savings Bank depositors.

1232. Your Money Order business shows a profit of about \$50,000 a year, does it not?—The total commission received from the public in 1890 was \$95,536, leaving, after deducting \$27,342 paid to country postmasters for issues and payments on Money Order account, what is called a net revenue of \$68,194. If office and other expenses were deducted from this, it would leave but a small margin for profit.

1233. That is, if you deduct the salaries and stationery, and so on, it would come out with a loss?—Certainly, with not much profit if to salaries and stationery at the head office was added the salaries paid to clerks at city offices specially employed in the performance of Money Order and Savings Bank duties only. Sometime since, when this question was under discussion, I claimed that one-half of the salaries these clerks should be considered as an expense chargeable to the Money Order system. On the other hand, Mr. Stewart, the former superintendent, was desirous that the expenses of the Savings Bank should be reduced to a minimum; that only one quarter should be considered chargeable to Savings Bank expenses. A portion of the travelling and other expenses of the several Post Office inspectors' offices should be considered as forming a part of the expenses of the Money Order and Savings Bank systems.

1234. You think this is carried on without any considerable charge on the country?—I think there is not any great charge on the country. Owing to the new system that went into effect in 1888, taking the dealing with postmasters, cash accounts and ledgers out of my hands, I am now unable to arrive approximately at the cost. To do so, I should have to ascertain what proportion of the salaries in the Revenue Branch of the accountant's office should be borne by the Money Order branch after deducting the value of work performed by my clerks in connection with revenue from other sources, and payments.

1235. You mention outstanding money orders. Have you any number that have remained outstanding for five years or so?—Yes. We have some which are evidently lost, as far as the parties interested are concerned. I remember reporting some of those from New Brunswick in 1875 which are still outstanding.

1236. Not claimed?—Not claimed. I submitted to the present deputy whether in such cases it would not be well to communicate with one or other of the parties interested, as I know it was the practice in the United States. He said it was not so in England; but as I was under the impression that some opportunity was given to the parties to make their claims, he concluded to ask for information.

1237. Do the orders lapse with time?—At the expiration of twelve months from the date of issue they lapse and become void, and the amounts received from the remitters are transferred to the Receiver General. So large a number of orders being paid after having become lapsed, the aggregate of those unpaid is not so large as might be supposed. I think twelve months is as long as is necessary, but there should be a system by which parties could be asked if they hold receipts.

1238. Would it not be fair to the public that an enquiry should be made if the order is not cashed, as the treasury has the money?—There should be. I think I should be at liberty to have enquiries made to know if the party who remitted held a receipt for the amount. That would be sufficient to make him correspond with the payee. We should commence some correspondence with him in order to draw attention without giving any special information.

1239. What would be the objection to giving information?—At the expiration of a year a payee may have removed, and should the letter containing the information fall into the hands of a person of the same name, he would be in a position to obtain payment, as he could answer all the questions required. Every year there are cases of persons presenting money orders who are not entitled to receive payment; this requires the exercise of much caution. Recently a remitter made personal enquiries regarding two money orders for \$100 each, sent by him to his brother in British Columbia, and, upon the orders being handed to him for inspection, claimed that the signatures to the receipts were not that of his brother, as they were made by witnessed marks (+), while his brother was not an illiterate person. He had no communication from his brother for seven or eight months, or after the orders were issued, did not know his present address, and whether he was alive or not. Enquiries are being made, but until the payee can be found, it will be impossible to ascertain if payment was made to the proper person. On the whole, postmasters have been very fortunate in not meeting with serious loss through not insisting on payees unknown at their offices proving their identity as required. For a system that has been so long in existence, and transmitting something like thirteen millions last year, it has been wonderfully free from abuse.

1240. Can you tell in round figures the amount of money orders that were outstanding at the end of the last fiscal year, which had been outstanding more than twelve months?—No, I could not.

1241. Or for any year?—Records of the details of this class of orders are kept in a register in my office, and the amount outstanding at the end of each quarter is brought to account in the Accounts branch. I am unable, without referring to the books, to give the amount of outstanding orders reported at any period.

1242. Practically you think you should be allowed to make enquiries?—Yes, to act in such a way as would assure me that payment had not been made.

1243. If the enquiries did not succeed in getting information after a certain time, the money should be paid into the Consolidated Revenue?—I suppose so.

1244. What staff have you in the Money Order Office?—The total, including myself, is 36.

1245. Into what grades are they divided?—Myself, chief clerk, one first-class clerk appointed in October last, one second-class clerk, whose duties are more in connection with the Accounts Branch than my own. The number of clerks in the higher grades having been reduced is now much less in proportion to the total number employed than in any other office.

1246. How are the appointments made—at your request, or how?—They are made by the head of the department.

1247. Does it happen that they are made when you do not want them, or without your knowledge; that you are simply told “here is a man to go in your Branch?”—Yes, I am informed that a person will be sent to me.

1248. And you have to employ him?—Yes, I have to put him to work.

1249. Are there any inefficient men amongst those named in that way?—There are some inefficient ones.

1250. How many extra clerks are there in the 36?—Seven.

1251. And there are 29 permanent?—Yes.

1252. Have you any inefficient in that 29?—It is a question what you would call inefficient. A man was transferred to my office two years ago last September; he had for some years been employed in the Accounts Branch and was stated to be a good, reliable, useful man. At the end of six weeks I reported personally to the deputy that he was so slow and had such peculiarities that his services were of no value in my office. The deputy said: “He did not cost you anything, you had better keep him on,” meaning presumably that he was not to be considered as a required addition to my staff. In the following April when required to report if the statutory increase of the clerk’s salary would be of advantage and in the interest of the public service, I reported that while he was a well-behaved, obedient and willing clerk, he was so slow in the performance of such duties as could be assigned to him in my office, that I was unable to report that an increase of his salary would be in the interests of the service, and, I think, suggested that the officer under whom he formerly served, should be called to report on his capabilities. I was unable to assign him any other duties than those usually performed by clerks as a preliminary education on entering my office.

1253. How high is he in his class?—His salary is \$700. Great pressure has been brought to bear upon me ever since I declined to recommend an increase, and I have been told that it was stated my action was due to the man’s religion, and that clergymen and others interested in him were under the impression that I was starving him by not recommending an increase.

1254. Has his salary been increased?—No; it is said I am blocking it, but it is not so. I performed what I considered my duty, and it is for my superiors now to determine whether an increase shall be granted or not. One of the Ministers kindly took an interest in the case, and when the Postmaster General sent for me, I told him the man was practically of no service to me, and that I was unable to place him at any work that would justify an increase, but recommended him being transferred to some other branch or office where the work was less laborious. Ours is a hardworking office, requiring able and active employees at every point.

1255. You have him yet?—Yes. He is a good man and has a large family, for whom and himself, I feel great sympathy and would do all I could to assist him personally, still I do not consider it my duty to report in favour of an increase in his salary. We have had clerks who passed the preliminary examination who were found not able to understand their work in the office, or perform their duties satisfactorily.

1256. And you kept them?—No, we reported against them.

1257. Have they gone into other departments?—No, one man left the service entirely.

1258. You have never reported for an increase unless the officer deserved it?—It has been my rule not to report unless I considered it was for the benefit of the department.

1259. You have reported against probationary clerks?—Yes, against one, and at the expiration of six months his appointment was put off, and it was a year before he got his class.

1260. He ultimately got his class?—Yes.

1261. In that year?—No, he did not receive his appointment in my branch. I encouraged his removal to another branch, for while he was able, he was obstinate and would not perform his work within the allotted time. I understand that he has proved a fair clerk in the other branch, and that the delaying his permanent appointment has been, as I anticipated, beneficial to him.

1262. In your department the heads of branches report on each clerk, his punctuality and efficiency, and so on?—Yes, we report monthly on the attendance and duties, but say nothing about punctuality unless necessary to report instances of confirmed unpunctuality.

1263. In your branch is it necessary to have extra clerks at all?—I do not think it is right to have many extra clerks in any of the departments. I am opposed to the principle because I think it acts injuriously to the whole service. My own view is that we should adopt the British system so far as to have a class called boy clerks, that is, lads from 15 to 19 years of age at small salaries not reaching up to \$400, and upon arriving at 19 years they should be made either to pass a qualifying examination or drop entirely out of the service. In our branch boys would be of more service and advantage on the whole than temporary clerks. Early training would form a better class for many duties. Young lads who have been employed in this office, as well as other branches of the department, have made fair clerks, and some who have entered the service early in life have proved to be very superior officers.

1264. Is the staff of your branch greater than you require for your present work?—No; there is always enough work for all. There are certain kinds of work for one or two more almost at any time. I sometimes get a man whom it is difficult to employ profitably owing to his frequent application for leave of absence on the plea that a minister or member wants him to go away. In such case work may fall into arrears and not be discovered in time to be provided for, as a large proportion of the work of the branch must be finished and closed at four stated periods in each month.

1265. What do you mean by the member wanting him to go away?—I have been told by a clerk that he was wanted in his county on political matters.

1266. Does that happen frequently?—No, it happens at times.

1267. At election times?—Yes, but this applies to temporary clerks only, not to the permanent clerks of this branch.

1268. If this calling away at certain times did not take place is your staff more than sufficient?—There is always work requiring to be overlooked, checked and corrected. This I have let drop whenever I am shorthanded and require the clerks engaged at it for other services. At this season of the year, or rather a month later, I might possibly do with two less, but as soon as the annual holidays commence there will be a pressure and the clerks would be overworked as our business keeps on increasing year by year. It is not like an ordinary office, the work is continually increasing. In 1889 the number of orders issued was 673,813, in 1890, 780,000, nearly a sixth of an increase or 107,000 more to be dealt with. Last year there was an increase of 75,000 causing more work in every direction, so that our staff must increase in number to keep pace with the additional work, but with boy clerks the cost might not increase in proportion.

1269. A staff would not be adequate for its work that did not make provision for sick leave and a vacation leave?—No.

1270. That is for legitimate leave?—Yes.

1271. There must be some provision for that?—Yes.

1272. And statutory leave?—Yes.

1273. The Money Order is rather an intermittent business, is it not?—There is a large pressure about Christmas?—Yes. It commences about a month before Christmas and bears on both the inside and outside service. It is greatly due to the number of Orders issued payable abroad, causing work to accumulate to such an extent that it is

difficult for the staff to overtake it. I am compelled to adopt a course not usual in other branches. Before moving to the new building, I had upon two occasions to call upon the registration clerks to perform extra work, two hours each day, without extra pay. I reported the circumstances, and that it was necessary, to the head of the department. The last time I left it optional to the clerks to select the time of performance of the work on each day, that is, they were at liberty to work from 4 to 6, or 6 to 8, or 7 to 9 or later. I attended myself at the office each night until after 10 o'clock. Those extra hours brought all the back work up in a short time. There have been no very serious accumulations since, provision having been made to some extent by an increase of the staff. The clerks willingly often stay later or come earlier to prevent their work falling into arrears. It is required to be finished on the 8th, 15th, 22nd and last day of each month, and so reported and submitted to the officer in charge. If a clerk is ill for a day or two, the other clerks generally assist in disposing of his work, so that there may not be so great a pressure on him on his return that he would be unable to overcome it. As to the branch paying or not paying expenses, an estimate was made and it was found that the cost of each money order transaction was 12 or 13 cents, while for small orders under \$4, and which are now very numerous, we charge only 2 cents each. A larger commission, namely 1 per cent, is chargeable on orders payable outside of Canada, and it is upon those and Canadian orders over \$40 that a profit is made. Over 14 years ago attention having been called to an estimated loss sustained by the British Office annually on inland money orders, a Committee of Enquiry was appointed. The chief cashier of the Bank of England, the manager of the London and Westminster Bank, the book-keeper and chief clerk of the Paymaster General's Office and others, composed the Committee. A thorough investigation was made of the Money Order System and a scheme proposed by Mr. Chetwynd for the issue of Postal Notes for small sums payable to a person designated by the remitter in the body of the Order. The result was the introduction of the Postal Note System and the retaining of the Money Order System. I consider the postal note would be a great accommodation to the public for small remittances, superior to the money order but not nearly so secure.

1274. It would not do for this country?—Yes, but we could not well adopt the United States system.

1275. Would it be advisable to give your 1,100 Money Order offices what would be virtually bundles of currency?—Yes, making the maximum of a single order \$4. We could trust them as well as with stamps. They could run 30 cents, 40 cents, 50 cents upwards to \$4. At first start the limit might be made \$2, a newspaper subscription, but I think it might be placed at \$4 without risk. The bonds of a postmaster should be sufficient to cover the value of the notes placed in his hands by the department.

1276. In the case of a defaulting postmaster you never recover anything?—Whose fault is it?

1277. As a matter of fact, as a rule, nothing is ever recovered from the bonds?—I believe the whole bond system is bad, either the taking of personal bonds or charging the postmaster with guarantee bonds. I think the Government should establish a system by which the charge would be small for bonds taken from a guarantee company. They might take a blanket bond from the guarantee company to cover the officials of all the departments. We should be better off, and I think the guarantee companies would enter into an agreement on liberal terms.

1278. Or we might be our own insurers?—Then we should have to take proceedings and thus be placed in the same position, and subject to the interference of political influence.

1279. The guarantee companies collect the amounts?—I presume so. We seldom do from the sureties of private persons. We pay the law expenses and get nothing.

1280. Does it happen sometimes that there are defalcations by postmasters?—They have to be constantly watched. There would be more if they were not.

1281. Can you answer the question fairly?—There are, that is one of our troubles.

1282. In what way does it happen?—In a case that came directly under my notice, the postmaster had used post office money for private purposes. The Inspector found a shortage in cash of \$240 or \$250.

1283. That was ultimately lost?—Yes.

1284. Is there any attempt to recover it?—The matter is reported to the Postmaster General and the Government takes what action it sees fit.

1285. Give a plain answer to a plain question. Is it to your knowledge that attempts are made to recover? It is only by hearsay. I do not know how it is put into the hands of the attorneys. I think there is always an attempt to recover.

1286. You must know whether attempts are made to recover or not. It is not to be supposed that you are so indifferent as not to follow up a case you have reported. Surely you take more interest in it than simply to report it?—At the present, the accounts, so far as the cash is concerned, are not dealt with at all by my branch. The accountant has charge of all the money and I have nothing to do with it.

1287. You report these cases?—If I discover one I call the attention of the Inspector to it. He makes his investigation and reports to the Postmaster General.

1288. Do you understand that the practice is for the Postmaster General to send the matter to the Minister of Justice for collection?—The inspector notifies the bondsmen. The instructions are to proceed against the bond. My office takes no proceeding towards collection. When the cash was dealt with by my branch, I could tell the result. Since it was placed in the Account Branch I am not informed.

1289. Where there are no banks those postmasters who receive money are bound to transmit you the funds they get for Post Office orders?—Yes, that is they remit to the banks to be placed to the credit of the Receiver General.

1290. Is that sent by mail in a registered letter?—Yes.

1291. Does any loss take place in the transmission of that money sometimes?—It is very exceptional. There are cases that do occur. Every year one or two cases will occur of a registered letter being lost or stolen on the way, or after arriving at a post office, but considering the large sums carried on Money Order and Savings Bank account, the percentage is very small.

1292. You have 26 third-class clerks?—Yes.

1293. Their salaries vary from \$400 to \$1,000?—Yes.

1294. Could not the service be equally well performed with less salaries? In other words, are the \$1,000 men with their experience as well worth \$1,000 as the lower grade men are worth \$400 or \$500?—I think that the salaries should not be less than those already established. A man receiving an appointment is expected to give up the best part of his life to the public service, and is unable to augment his salary by outside employment. Those who by long service and proper performance of duties have reached \$1,000 find it difficult at their age, and with their surroundings to live comfortably on that sum. If any change is made it should be in the direction of those just entering the service, they should be young and the time of their probation should be increased from six months to two years. Should this change be made and the chiefs perform their duty, a portion of the probationary clerks would have to drop out of the service before the expiration of the period.

1295. Looking at the benefit of the service and not at the ambition of the clerks, is not \$1,000 too high a limit for a third-class clerk for the work he performs?—I have clerks for whom \$1,000 would not be too much. Three or four of them are paid \$700 or \$800, who are worth as clerks the maximum given to their class; there are those who if they sought outside employment would with their abilities and attention to the business and interest of their employers, soon obtain a higher salary. I have had others who have reached the maximum of their class and were worth no more in my branch, owing to lack of executive ability.

1296. These exceptional men are capable of doing this work to which you refer, but they are not doing it?—The last referred to had to be assigned work that could be performed fairly well by their juniors, instead of being placed in charge, while those mentioned as having smaller salaries were given supervision of duties, or assigned more important or a better class of work than that of some of their seniors.

1297. It is chiefly routine work which these third-class class clerks do?—No; the work even of our registration clerks requires men of intelligence and ability for its performance, and when a clerk fails to report and discover an error, I refuse to admit the plea that it was an oversight on his part, but treat it as an act of negligence requiring a reprimand or removal for a time to less important duties. The introduction of the Play-fair system of duty pay into my branch would, I think, be beneficial. We have certain classes of work in the office that clerks now employed at have a right to expect more salary even without promotion. I do not believe in the present system of three classes, nor that when a vacancy occurs it must be filled by the senior in the next class whether competent or not. I would prefer having two grades instead of three classes, an upper and lower grade, and that it should be understood no clerk should be raised from the lower to the upper grade who was well known to the chief officers of his department as being inefficient in the performance of his duties, or unable to take charge of, direct and instruct his juniors in all the duties of the office to which he was attached. The maximum salary of the lower grade should be \$1,200. The promotion of a junior of recognized ability to a grade above his inefficient senior would not be an act of injustice but simply a compliment to the ability of the junior, and in one instance in my branch was so considered by the clerks interested.

1298. Promotions are very slow in your department?—Yes, in my branch especially. When Mr. Stewart was appointed superintendent in 1881, the business of the office was less than half what it now is. He believed in the principle that a chief officer should nominate his assistant, and I was given to understand that it was through his nomination that the Postmaster General transferred me to Ottawa. At that time there was an assistant, one first-class and five second-class clerks. In 1888, there were seven second-class clerks. The mere fact of having a first-class clerk is of no importance. The head of a branch should be allowed the privilege of nominating a man from some other branch or department, if he requires him for special duties in his office, and he should be able to transfer a clerk from one place to another if the exigencies or interests of his office required it.

1299. Have you had any promotions recently?—Only one, the promotion of Mr. Thorne to a first-class clerkship in October last. He was a second-class clerk.

1300. He came from your staff?—Yes.

1301. Was there a vacancy?—The vacancy was created through filling chief clerkships in the department. He has been in the department a long time.

1302. And he is a very efficient officer?—Yes.

1303. In your branch do you not think the maximum limit of \$1,000 for a third-class clerk too high?—No, I do not think it is. It takes a clerk a long time to reach that point.

1304. Have the seven temporary clerks passed the examination?—A young lady and the messenger have passed. I do not know about the others. One is a man of 60.

1305. When was he named?—It was long before last March.

1306. You did not ask for him?—No, I was asked to provide work for him. He is a very intelligent and kind man. His family does not reside in Ottawa, and as he has to go home for some days now and then I am unable to place him at regular work.

1307. What salary do you pay him?—\$1.50 a day, I think.

1308. Then he presumes to have technical qualifications?—Well, I think he has, but they are not adapted to me.

1309. To what extent has your staff increased since the passage of the Civil Service Act of 1882?—I should think it has nearly doubled, but our work has doubled. When Mr. Stewart took over his portion of the work in 1888, 25 clerks went with him, leaving including myself, 27. Now I have 29 permanent clerks.

1310. The increase in the staff has not been in proportion to the work?—For instance, in 1888 we had seven registers and the same number of registration clerks, to-day we have but twelve. I could possibly for this year have managed with ten if I had abandoned some of the checking, and not insisted on each clerk initialling every money order he marked off. In regard to that question of the blanket bond, I think it

would be worth considering in view of doing away with the present system. The introduction of a boy clerk system would be a great help in furnishing good junior clerks for the public service. The question of duty pay should also receive some consideration.

1311. As to those recent appointments in the last few years in your branch, have the officers appointed had more than one trial at the examination before they were appointed? I think not. We have a temporary clerk, a young lady, who passed in all except grammar; she has had a second trial recently and passed. I think she will make a good clerk and should like to have her placed on probation.

1312. Have you any idea as to competitive examinations for entering the service?—It can scarcely be discussed unless it were understood that appointments would be made outside of political influence. As it is now I think there would be no advantage whatever gained by competition.

1313. You would have an independent board of some kind?—Yes.

1314. Have you any idea how the board should be constituted?—I think a permanent independent board should be appointed by the Government, and that it should be well understood that it was so constituted as to be entirely free from any pressure either by a member of the Government or a member of Parliament, and wherever a vacancy occurred, it should be reported to the board by the head of the department.

1315. And how would that bear advantageously so as not to be charged with the same favouritism that is now charged in regard to political influence?—The board should submit to the head of the department, not by individual name but by number, five or more persons who had shown such capabilities when passing the qualifying examination as in the opinion of the board rendered them suitable candidates to fill the vacancy. The board should be aware of the different attainments and ability of the persons submitted, that is whether suitable for correspondence or accounts. The persons presented should be selected from those on hand, and should be required to pass a competitive examination as would show which one was best fitted to fill the vacancy.

1316. From the list of those who have passed the examination?—Yes. A record should be kept of those showing at a glance their capabilities and the direction in which shown.

1317. Then these men should be appointed after a competitive examination for the duties of their office?—Yes.

1318. After probation?—Yes, after probation, the limit of which should be extended beyond one year. A young clerk may at first show apparent skill, ability and correctness, and afterwards it may be discovered that his work has not been properly performed. I have at this time an instance of a temporary clerk recently appointed on probation, who made serious errors that could not come to light until the final balancing at the expiration of six months. The errors were due to a desire to exhibit quickness.

1319. Should there be in your opinion a special examination for each branch of the public service? If competitive, there should certainly be questions bearing on the work of the department where the vacancy exists. There should be two classes of questions, one showing general knowledge and ability.

1320. Qualifying the candidate for competition?—Yes. Take the questions now asked: some will be able to answer them readily off-hand who would not make practical clerks for an office.

1321. Probation is the great test of that?—Yes.

1322. Is it a better test than competition for the duties of the office?—Practically it would be. I would let a clerk while under probation have his salary go on just the same and get his increase of \$50

1323. Why? Would not that be a kind of intimation that his services were efficient in every particular?—No, for if a clerk was found at the expiration of the first six months to be inefficient or unsuitable, in the branch in which he was employed, the chief in charge should report and ask for his removal to another branch, and, if after a second trial, his unfitness was proved by the chief clerk of the second branch, he should be discharged from the service without waiting for the expiration of two years probation.

1324. Do you not think that deputy heads when they find out that a candidate given to them is inefficient, should have the power to discharge him and not send him to another department?—The work is so different in the several departments and branches that a clerk useless in our branch might be usefully employed at certain classes of work in other branches or departments.

1325. At what time do your officers get to work in the morning?—More than half previous to half-past nine, the rest before ten o'clock.

1326. Have you a general luncheon hour?—Yes.

1327. What is that hour?—A few years ago an order was given forbidding the going out for lunch. The order was observed in my branch for several months after it was elsewhere dropped. Taking lunch in the office brought mice, caused grease on the papers and books and made a mess generally. A longer time was taken through lunching in the office than by going out, and through reading the papers during lunch hour and discussing the contents during working hours, further time was lost. A lunch leave of three-quarters of an hour was then granted, leaving it optional for the clerks to select the time. This answered very well for a time, but finding that a few exceeded the hour considerably, I gave a peremptory order that all excepting two or three named should leave at 12 and return at 1. It was objectionable to some, but has worked well, and to a certain extent, a fixed hour has been adopted since by other offices. Some clerks ask special permission for some specific reason to remain out a little longer on a particular day. There are one or two inclined at times to exceed the hour without leave, and there must be strictness to prevent it.

1328. Could you not make them sign the book again as in the morning?—The resigning might be introduced, but what punishment are you going to inflict? You can only report the man as late.

1329. You think there should be a deduction from pay on account of tardiness?—I think the clerk should be punished in some way,—by being compelled to bring his lunch for a week or month, or something of that kind.

1330. But you do not want him there at lunch?—That is true, I do not.

1331. You are in favour of one hour for lunch, when the office should be closed up?—I am in favour of one hour for lunch, but retaining in each room the senior to see that the clerks return on time. It should be his duty before he leaves for his lunch to see that each of the clerks on duty, in his room, has returned.

1332. Why do you select the hour between 12 and 1? Owing to some clerks having children returning from school at 12 o'clock it is better to name that hour than to compel the clerks to have special dinners apart from their families. The younger men who board can, without much difficulty obtain their lunches or dinner at their boarding houses before 12.30, so as to be able to return at 1 o'clock.

1333. Would the hour from 12 to 1 be as convenient for the public service as the hour from 1 to 2?—I think the hour of return should not be as late as 2 in the afternoon for those clerks whose work is supposed to cease at 4 o'clock. Some would not settle down to work so well at 2 as at 1, and be inclined to put off to the following day any new work or work that could not be completed within the two hours.

1334. Would you not keep them after 4 if they had an hour in the middle of the day?—It would be hard on the clerks to take away from them an hour that they now have at their disposal in the afternoons. It would be better and easier to require their attendance at 9 o'clock in the morning than to keep them after 4. The Civil Service differs from outside employment—nothing to look forward to day by day, nothing to interest the clerks, but the same routine official work. They are in a sort of penitentiary, out of which they cannot get without fear of becoming worse off.

1335. Why should that be?—If a clerk has entered the service in early life, he wants experience and is incapable for ordinary outside employment. A clerk in a bank, professional office or a merchant's store, has friends or acquaintances occasionally dropping in and relieving the monotony by conversation on public or private affairs. He is in daily communication with the public or its interests, while the civil servant has no relief afforded him of any kind by variety, but continues day by day the same dreary routine work of his office.

1336. You do no work directly with the public?—None.

1337. As a rule members of Parliament leave committees and go to luncheon at 1 o'clock. Do you not think that any offices frequented by the public, and members of Parliament are the public, would be more conveniently vacated from 1 to 2 than from 12 to 1?—I think that leaving the seniors in the office to give the members of Parliament and others the information they require is quite sufficient.

1338. Would not a lunch hour from 1 to 2 accommodate the public better?—It might, but not the offices. The work would not go on as well if it were broken so far in the afternoon. I am referring to the work of the juniors. The seniors could go from 1 to 2, they are generally back on time.

1339. In your own department, where members come into the Secretary's Branch all the time asking about post offices and so on, would not a lunch hour from 1 to 2 be more convenient for the public than the hour from 12 to 1? What would suit you might not suit the Secretary's Branch so well?—It might be. Saturdays are the favourite days for members coming to the department, usually from 9.30 to 12. That is the time they usually make it convenient to call.

1340. You are of opinion that all your clerks should leave at the same hour, instead of allowing them to leave by halves for their luncheon?—Yes with the exception of a couple of seniors able to answer any question that may arise, or look up any papers required. They should see that their juniors return at the appointed time.

1341. What control have you over those whom you wish to leave outside of that?—If a clerk requires to go out for a short time he asks for permission, if he requires a day or two, or more leave he has to make an entry in the application book in which he gives the date of his first day's absence and the date on which he will resume his duties, the application must also be signed by an officer who is expected to ascertain that the clerk's work is not in arrears, and whom I hold responsible for keeping or making provision for having the work of the absent clerk kept up.

1342. They do not go in and out of your department of their own will?—Not out of my branch. If a clerk did I would send for him and tell him he must not repeat it.

1343. You could notice that?—Yes.

1344. You have a large room?—Yes; since December I have been provided with a second room for myself. We have not sufficient room at present for the clerks of my branch.

1345. At what time do your men leave the office?—Exactly at 4.

1346. Whether their work is up or not?—No. If a clerk's work from pressure gets behind he usually makes an early start next morning, or remains after hours. When visiting the working rooms at 4.30, I found clerks who of their own accord have stayed to finish up the work of the day or term. The right to call on clerks of all grades to remain or come back to finish up work in arrears should belong to the chief without reference to the clerks, or any increase in his pay for the work performed outside the usual office hours. Should a chief find his staff insufficient to keep the work up during the usual hours, he should report to the head of the department, who might be able to furnish assistance by withdrawing clerks from other branches for temporary assistance during office hours. In the meantime the chief should adopt means, whether by imposing extra hours or otherwise, on his own staff that would tend to prevent further accumulations, or dispose of the arrears. Failure to make immediate provision would cause trouble in any department where the work is heavy. Even indexing if allowed to lie over for several days at a time, will eventually fall so far behind that it may require extra assistance to bring it up; it should be attended to every day.

1347. If your office hours were extended to 5 o'clock, could you not get rid of the seven extra clerks that you have?—If the extra clerks were all removed, I should want within two of their full number made permanent.

1348. Even if the time was extended to 5 o'clock?—In that case I could spare two, provided there was no increase in the work. To-day I have more clerks than I want, but I shall not be in that position on the 1st July next, when the annual holiday leave commences. I could spare some of the temporary clerks very easily at times. One

employed as messenger and another as marker-off of United States orders I could not spare unless they were replaced by others at once. One of the temporary clerks is employed in assisting in work belonging to the Account Branch, but has to be performed in my office owing to insufficient room in that branch. If this work were placed where it belongs, my permanent staff and temporary staff could be reduced by two each.

1349. How long before 10 o'clock do your clerks come?—Some at 9, others at 9.15 and 9.30, others later, but all before 10 o'clock.

1350. Though you might be able to give work to those extra clerks at times only, their services are continuous?—I have more than I used to have. Having so many is a nuisance. I would rather have the boys.

1351. When you tried the boys, perhaps you would regret it? You have to educate the grown man who is an extra clerk in his duties just the same, and many enter the service who would not have done so if it had not been for lack of ability and failure elsewhere. Lads are taken into the banks young and educated there. We require the same thing in order to obtain junior clerks educated up to a certain point, and taught early to perform their duties carefully and methodically. As a boy who could not pass his examination would have to leave the service, we should have the best to select from. Apart from annual leave, the large number of other holidays is a very disturbing element in my branch. To make up the lost time by these single holidays creates too hard work for some of the clerks. A large portion of the work must be finished and disposed of at the expiration of periods of seven or eight days, and when there are two holidays within a term all the clerks are overworked. It is only by examination of the work that the difficulty can be well understood. It would be better to reduce the number of Church holidays and increase the annual leave, which is too small, anyway.

1352. With regard to the attendance, you think if you had power to call the persons back it would not be necessary to fix the hours absolutely from 9.30 to 5?—No, if it were understood that power had been given to call back when the work was in arrears.

1353. If it were in your own business, you would not extend beyond 4 o'clock as a rule?—No; clerks are now allowed until 10 o'clock to arrive; they should be on hand at 9.30.

1354. You think three weeks insufficient leave?—Yes.

1355. What would your idea be in regard to leave?—Four weeks at the least should be granted, but not in succession, two weeks only at a time. The senior clerk should select the two weeks he desires to have between the 1st January and 30th June, and then the second clerk down to the junior should choose in rotation their two weeks holidays during the same period. Then a choice should be made in the same manner to cover between 1st July and 31st December. In our branch not over four should be allowed to select the same time, and not over two employed in the same division.

1356. Do you not think they would appreciate their vacation more if they had a month at one time instead of at two different times?—Certainly they would, but how can you provide for it in a large branch with much work and all the clerks desiring leave for the month in midsummer. Now all the holidays are crowded into a limited time, and as the work of the department must be continued, we are required to employ temporary clerks.

1357. You would be in favour of four weeks vacation instead of three?—Yes.

1358. You would let the officers select for the men instead of letting the men select for themselves?—No, I would let the clerks select in order of seniority. Any arrangements amongst themselves might be fixed afterwards. It is difficult to provide for the proper performance of work during holidays. I believe that where there is similar work for 7 or 8 men we should have a spare man on call. In some of the British offices I believe a spare man is allowed to every 12. It is very necessary to have in an office an all round man without specific duties but able to take up at a moment's notice the work of any clerk who may be absent.

1359. Would you give an equal leave of absence to all classes, the same to the first-class clerk as to the junior third?—I would grant an extended leave at his convenience of two weeks to a clerk above the second-class providing it did not interfere with the work of the office.

1360. Have you any ideas with reference to superannuation?—Not the slightest, I do not know the principle upon which the present system is based, now how it originated.

1361. Do you think such a system necessary in the interests of the public service?—I think it is, but I cannot recommend any improvements or change, and think it is better to let remain as it is.

1362. Do you think it should be applicable to all classes?—Yes.

1363. Have you anything to suggest as to the working of your own department?—Yes. Instead of Inspectors withdrawing cash from Bank to supply the demands of postmasters on Money Order account, it should be arranged so that the remittance should be made by the bank direct to each postmaster, named by the inspector in a cheque drawn against his credit and made payable to the Bank's order. Three cases have arisen where a trouble would have been avoided if withdrawals of cash had not been made, and the Bank had acted as intermediary for remittances as they practically now do in cases when postmasters are granted bank credits. As far as the Money Order and Savings Bank business is concerned, I think it is absolutely necessary that there should be a daily return from each office where either business is transacted, in fact there should be daily returns from every accounting office whether attached to the Post Office, Customs, Inland Revenue or any other of the Revenue Departments.

If daily accounts were furnished by all offices it would be a great assistance in preventing irregularities and keeping a proper check and control over the cash as soon as received. The bulk of our postmasters now report only four times a month, each account embracing a period of seven or eight days. They are required to remit their surplus funds daily, but it is found that at times some will retain the whole receipts of the specific period until the last day, or later, sometimes having made use of the money to keep themselves out of difficulty. Temptation is thrown in their way that, to a certain extent, would be avoided if the making of a daily return was compulsory.

1364. How could you apply that to offices where they have only an odd transaction now and then?—In the British office they require a "Nil" to be sent and recorded, so that it may be known no return has gone astray or been lost. Another thing I would suggest is that whenever a department or branch receives a cheque, draft, or money order, due bill or any promise to pay, it should be transmitted at once and directly, to the Receiver General instead of cashing it, and that the banks should report to or inform the Postmaster General whenever they found a draft, bill or cheque in favour of the Government Department, or any of its offices, unpaid and outstanding at the expiration of six months.

The system of book-keeping is not the same in all departments, nor are those entrusted with the books always educated and practical book-keepers, but may have been superior ordinary clerks who have gradually by advancement in their offices been placed in charge of the books and been called to act as book-keepers of accountants.

The result is that when serious complications arise they find it difficult to explain the object or reason for some of the entries made by themselves or their predecessors.

So far as practicable there should be one uniform system of book-keeping for all the departments and a chief book-keeper should be appointed whose duty it should be to supervise the book-keeping of every department. After establishing a thorough system and putting it into effect, he should visit each office as often as possible, examine entries and results, give suggestions and instructions, and see that no portion of the work is in arrears. He would also be invaluable for consultation by some of us chiefs not well versed in the modern and most approved system of double entry book-keeping.

Under the present system while the Finance Department and the Auditor General can arrive at the exact sum total received and paid into the credit of the Receiver-General, and the total of disbursements each year. I doubt if they are in a position to

render a statement showing correctly the sums held in cash, money order, cheques or drafts by the several departments not transferred to the credit of the Receiver General or the amounts due the Government, outstanding or uncollected. The officer appointed should be a thorough book-keeper and adjuster and should be paid a large salary.

1365. More than the deputy heads?—The deputy heads should be well paid and in no instance a less sum than is given any person attached to his department or in its service.

There is another point touching on excessive payments to contractors. A contract board should be created to deal with all and every contract made on behalf of the Government no matter what department might be interested or affected. It should be composed of three good men permanently appointed, and to it all specifications should be submitted and all tenders sent direct unopened. The board should take under consideration each contract and report on it to the Treasury Board before it was submitted for action to the department interested.

Referring again to the interests of the Post Office Department, an account should be kept showing the amount of correspondence or other mail matter carried annually by the Post Office for each of the other departments and the public service generally.

A report of this kind is made by the British Post Office and shows that the correspondence carried last year for the House of Commons weighed only 161,296 ounces, while the correspondence for the Inland Revenue weighed nearly twenty million ounces, the exact weight being 19,763,321 ounces. A record is kept of the total weight carried for the public offices and last year it was nearly forty-seven million ounces.

1366. What good purpose would be served by that?—It would be known how much mail matter is sent from and to Ottawa, franked or free, and the public would be aware of the value of work performed by the Post Office for other departments without equivalent or appreciation, and why the revenue of the department is always over half a million less than its expenditure.

The Government railways charge us over \$125,000 for carrying mails over their roads, but we receive nothing for carrying their correspondence, we actually pay these railways for carrying their own mail matter.

I think that portion of the Audit Act regarding the personal responsibility of Government employees, if money is lost through their inaction or negligence, should be made as widely known as the allegiance oath or the oath of office at least.

Every public officer should be made aware and understand his responsibility if public money is lost through his negligence, inattention or inaction. There are public officers who are under the impression that if a loss occurs that might have been prevented if they had acted promptly all the punishment they will receive is a reprimand for negligence unless it can be shown that they profited personally by the loss.

As to sick leave, I understand that it is the intention to have it granted hereafter only by Order in Council. I believe it would be better if it could be granted for a limited period by the deputy head, but subject to a medical certificate if exceeding three successive working days.

1367. To what extent of time would you allow the head of a department to grant the leave?—Not exceeding one month. I have recently been looking up the procedure of the British office regarding sick leave and find that an Order in Council was passed in 1890 which states:

"Sick leave may be granted by the head of a department to any officer serving in such department subject to the following conditions, viz:—

"(1) After two days continuous absence, a certificate by a duly qualified medical practitioner shall be required.

"(2) If the number of days during which any officer in any year is absent without such medical certificate shall exceed seven in the aggregate, the number of days by which such aggregate period of absence exceeds seven shall be deducted from the amount of ordinary annual holidays allowed under this Order.

"(3) Continuous sick leave on full salary shall not be granted for any period longer than six months, but at the expiration of such six months the head of the department

"may at his discretion grant further leave, with salary at half the ordinary rate for any period not exceeding six months. After twelve months' continuous sick leave no officer shall be paid any salary except with the consent of the Commissioners of the Treasury, who may at their discretion, in special circumstances, allow payment of salary during any further period of sick leave at a rate not exceeding the amount of pension (if any) for which, at the expiration of twelve months' sick leave, the officer would have been qualified.

"Cases of repeated but not continuous sick leave, amounting in the aggregate to upwards of twelve months, during eighteen months, shall be reported to the Commissioners of the Treasury, who shall decide the payments, irrespective of salary, to be made during such sick leave."

I think that when in our department the number of days absence during the year without certificate exceed six or eight, the days in excess shall be deducted from the annual leave.

1368. If you do not put a barrier to that you, like every one else, will suffer from leave of absence?—As it is now, if a man is reported to me as sick, I mark him "ill" in the attendance book, and I do not demand a medical certificate unless he is sick for an unusual time.

1369. But you may have a man with rather a complaisant doctor, and he may have a little diarrhoea, or something of that kind?—Yes. A couple of months ago, a clerk, on arrival in the morning, reported that a member of his family was down with diphtheria, or scarlet fever or something similar. I directed him to return home immediately, call in a doctor and send me a certificate. It proved to be a case of serious contagious fever that had to be put under quarantine. If I had continued the clerk at his duties until I could have applied and obtained an Order in Council, probably the fever would have been communicated to other clerks and their families. He had to remain at home several weeks.

1370. Do you think transfers from the outside to the inside service are advisable?

I think that when a chief officer discovers a man employed in the outside service, who to his knowledge exhibits extra cleverness and ability, and a man of that kind is required for special and very important duties in his office, he should be allowed to secure that man's services by having him transferred to the inside service for trial and permanent appointment, if he was found satisfactory. There have been many good men in the outside service who would have been found after trial invaluable in the inside service. In the city post offices and custom houses you can find men equal to, if not superior, to some in the inside service of their departments, and who, from having been located in business centres, mixing with the public and knowing its wants, and having a knowledge of commerce and business transactions, could render valuable assistance in many directions, if placed in the inside service.

1371. The transference should always be done with the consent of the chief permanent officials of the departments?—I think that a portion of the clerks required for the inside service of our department should, on appointment, be placed at first at duties, in the outside service, with the understanding that they should work their way by gradations to the inside service. With the knowledge of the details of the department acquired in post offices, as railway mail clerks, and finally in inspectors' offices, they would prove of more advantage and value in most instances than some of the men who have been pitchforked into the inside service without any experience whatever.

1372. At the same time you would safeguard that by having the consent or recommendation of the chief permanent officer?—Yes.

1373. You would not allow a railway mail clerk, for instance, who wanted to come indoors, to fish about and get a man to exchange with him who wanted to go outdoors, and use political influence for that purpose?—No, but if I found a railway mail clerk of superior intelligence and specially fitted for some important duty in my office, and was unable to select from my clerks any one suitable for that special duty, on my recommendation to the deputy the mail clerk should be transferred to my office for a time to enable me to ascertain if he would suit.

There is one class of employees of our department that I consider hardly treated. It is the postmasters of the small offices throughout the country. We have over 8,000 post offices and pay a ridiculously small amount annually to many of the men who occupy them.

Some postmasters despatching daily a bag of mail matter and receiving another, sorting and delivering its contents piece by piece, furnishing office room, fuel, light and their own stationery, receive for all the work and facilities given the public the miserable pittance of from 50 cents to a dollar per week. There is something wrong in increasing the number of offices to such an extent as to render it an excuse for not paying a worthy class a proper remuneration for their time and work.

1374. Is there not always a competition to get new post offices?—Yes, and they are usually created whenever the people in the neighbourhood want one if backed with the recommendation of their member, I think seldom less than one hundred a year new offices are made. If a newspaper canvasser secures a dozen subscribers in a neighbourhood where there is no post office within two or three miles, he will bring what influence he can bear to obtain a new post office in the immediate neighbourhood of his subscribers. We get no revenue, or a very small one, from such offices, as newspapers are now carried and delivered free from charge. This should not be. Over five thousand tons weight are carried and delivered, paper by paper, annually, without the department or postmasters receiving the slightest remuneration for this class of mail matter. The department supplies the bags or sacks for transmission and pays the wear and tear on them, which alone is a heavy charge. It would be difficult to re-establish even the insignificant impost of one cent per pound, but newspaper proprietors should be asked to give some equivalent for the work we do for them. They are like the Government railway, pay nothing to the department for its services, but charge excessive prices for any services performed for the department.

I would suggest that all newspapers and periodicals permitted to go free in the mails should be required to insert all Government advertisements and notices affecting the public free of charge. I do not know the sum paid annually by the Government to newspapers, but whatever sum it is it would not be more than a fair equivalent for the work performed by the department for the publishers. The result of such an arrangement would prove beneficial to the general public, as Government advertisements and notices would be seen by everyone when published in all papers regardless of politics. The freedom and independence of the press would not be decreased.

I think the present system of paying postmasters of small offices should be discontinued. I would allow them ten cents for each mail bag made up and dispatched, and the same for each received, sorted and distributed. In addition I would grant them one quarter of a cent on each postage stamp of three cents or over, and one tenth of a cent on all denominations under three cents sold to be used on mail matter to be despatched from their offices.

MONDAY, 4th January, 1892.

Mr. FREDERICK WHITE, Comptroller of the North-West Mounted Police, was examined.

I have been Comptroller of the North-West Mounted Police since 1st July, 1880.

1375. Give the number and cost of the permanent staff at Ottawa of the Department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government

funds or otherwise, in 1882 and also in 1891?—In answer to this question I submit the following statement :

	No.	1882.	No.	1891.
		\$ cts.		\$ cts.
Permanent staff.....	5	4,600 00	6	8,490 00
Paid from Mounted Police Appropriation.....	5	2,431 50	9	5,438 25
Total.....	10	7,031 50	15	13,928 25

Included for 1891, as paid from the Mounted Police Appropriation, are two men, one a sergeant of the force who has been temporarily employed at Ottawa and will return to the North-West immediately, and the other, a packer, whose services will be dispensed with in a few days: this will leave the comparison :

	No.	1882.	No.	1892.
		\$ cts.		\$ cts.
Permanent staff.....	5	4,600 00	6	8,490 00
Paid from Mounted Police Appropriation.....	5	2,431 50	7	4,288 50
Total.....	10	7,031 50	13	12,778 50

For the theoretical organization of the Department I would recommend :—

1st. To be paid from the vote of Civil Government :

- 1 Deputy Head.
- 1 Chief Clerk.
- 1 First-Class Clerk.
- 4 Third-Class Clerks.
- 1 Messenger.

2nd. To be paid from the Mounted Police Appropriation :

Five members of the force, for checking Quartermaster's returns from the various posts and detachments in the North-West. Receiving, examining, marking and shipping stores, &c.

By this elastic arrangement, I could keep the Quartermaster's department in the North-West supplied with clerks who have been instructed in their duties at Ottawa, uniformity would be assured and much correspondence which is now necessary in connection with the inaccuracies would be avoided.

1376. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—There should be a Board of Civil Service Commissioners entirely free from political influence, and with powers similar to those of the Civil Service Commissioners in England.

1377. Should all appointments be the result of competitive examinations? What, if any, appointments should be made without examinations? Should there be an age limit in cases of all appointments: and state what, in your opinion, the maximum and minimum ages should be?—Appointments, except those requiring professional qualifications or technical knowledge of an exceptional character, should be the result of competitive examinations. For appointments, other than professional or technical, the minimum age should be 15 and the maximum age 25.

1378. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—

Appointment during good behaviour would place a deputy in a more independent position than appointment during pleasure. Their responsibilities and powers should be more clearly defined, particularly the latter.

1379. Should there be any third-class clerk at all? If so, what should be the limitation as to salary? Is the present maximum—\$1,000—too high? Should there be an intermediate class, ranking lower than second and higher than a third?—Yes, there should be third-class clerks with minimum salary \$600 and maximum \$1,000 per annum. Also, a lower or junior grade with a salary from \$300 to \$600.

1380. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—The addition should be limited to such optional subjects as are necessary in the duties of the office to which the appointment is made.

1381. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—It is generally accepted in the service that good conduct and attention to duty entitle a man to the annual increase without increased duties or responsibilities.

1382. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—An annual fixed date would be better for general increases, provided that officials promoted in the interim would not lose the benefit of the broken period.

1383. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—The preliminary examination should be general for all departments, as evidence that a candidate is qualified for the public service. If special subjects are required for any particular department, the candidates selected to fill vacancies therein might be required either before or during the probationary period to pass examination on such subjects.

1384. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed as provided in section 36, sub-section 2?—When vacancies have occurred, my Minister has given me the names of qualified candidates from which to select. I have never reported against an official during the term of probation.

1385. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications?—No appointment of an official having professional or technical qualifications has been made in the inside service, so far as relates to the Mounted Police.

1386. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—On a report of the deputy head, concurred in by the head of the department, that the next in seniority is qualified and in every way worthy of advancement, the promotion examination should be dispensed with, otherwise an examination is desirable.

1387. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotion has been made of an officer who continued to perform the same duties, though largely increased and carrying greater responsibility.

1388. Is it desirable to make the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—Such an estimate is at best unreliable. It has also a tendency to prematurely expose plans which the head of the department may have for reorganizing the staff of his department.

1389. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—The highest number of marks should not entitle a candidate to promotion. Although qualified by education and general knowledge, he might lack system or aptitude for conducting the duties of the particular office, or be constitutionally unfitted for the direction and control of others.

1390. Should not promotions be made by Order in Council?—Promotions should be made by Order in Council.

1391. Did the head of the department reject a man who has been promoted?—The head of my department has never rejected any man who has been promoted.

1392. Has any official in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No official in this department has, after being promoted, turned out to be incapable.

1393. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—I have never by my certificate in the promotion examination enabled a candidate to pass whom I deemed unfit.

1394. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—I never gave a less percentage than 30 per cent. to any candidate seeking promotion.

1395. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Exchanges should be made on the report of the deputy heads, concurred in by the heads of departments.

1396. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—I am aware of exchanges being made for the convenience of officers, and assume that the departments concerned have not suffered, otherwise the exchanges would not have been sanctioned.

1397. Should the temporary clerk or writer class be extended, or limited or abolished?—The temporary clerk or writer class should be extended, the selection being made from those who have passed the preliminary examinations.

1398. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I am strongly of the opinion that much good would result to the service by the establishment of a junior division or boy copyist class.

1399. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—The employment of extra clerks is regulated entirely by the demand from time to time. It would be more advantageous in many cases to give the extra work to the permanent clerks who are familiar with the routine and the requirements.

1400. Have you any women clerks employed in your department?—Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—No women clerks are employed in this department.

1401. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The present provision, viz.:—Not exceeding three weeks in each year, is sufficient for the service generally, and leave to that extent should be compulsory, but the head or deputy head of a department should have discretionary authority to increase the period to not exceeding six weeks.

1402. Should there be a limit, and if so what, in the case of leave on account of sickness?—Leave on account of sickness should be dealt with specially, on the merits of each case, prolonged leave being authorized by Order in Council.

1403. Has the business of your department suffered, and to what extent through the granting of leave of absence to officers on account of sickness or otherwise?—The business of this department has not suffered in consequence of the granting of leave on account of sickness or otherwise.

1404. In your department have any abuses prevailed as to the granting of leave of absence?—No abuses have prevailed as to the granting of leave of absence.

1405. Should there be a system of fines for small offences?—There should be a system of fines for small offences.

1406. Is it desirable to re-instate an official who has resigned his appointment, without the recommendation of the deputy head?—An official who has resigned his appointment should not be re-instated without the recommendation of the deputy head.

1407. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—A test of competency should not be necessary if a deputy head on recommending the re-instatement of an officer reports that he is in every way qualified and competent to perform the duties of the office previously vacated by him, or the duties required of him on his reappointment.

1408. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law respecting the attendance book is observed. In case of late attendance I satisfy myself as to the cause.

1409. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—The provision of the Civil Service Act requiring clerks to commence at the minimum salary of their class could be amended with advantage by leaving the salary to be fixed by Order in Council. This would be met to a certain extent by raising the minimum of a third-class clerk. There should be some provision for granting extra pay to clerks, such as the shorthand writers of deputy heads, who are required to remain after the usual office hours.

1410. Have any persons found their way into the service of your department, who either from defects existing at the time of their appointment, or from advanced age or from bad habits, are ineligible for retention in the service?—One extra clerk who has been employed in this office for the last three years is ineligible for permanent appointment on account of age, he, however, is qualified for the outside service, and an exchange is now being negotiated.

1411. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—Yes. The work has increased far beyond the capacity of the permanent staff. The difficulty has been overcome by the employment at Ottawa of members of the Mounted Police Force. In 1882 the Mounted Police Force was increased from 300 to 500 men, and in 1885 from 500 to 1,000. I think the deputy heads of departments should have periodical meetings for consultation and the preparation of suggestions for the consideration of the Government respecting the working of the Statutes affecting the service and the rules laid down thereunder.

1412. Is it desirable for officials to sign the attendance book when leaving the departments for any purpose?—Officers should sign the attendance book when leaving the department for the day.

1413. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The office hours should be 9 a.m. to 4 p.m. with an intermission of one hour for luncheon, and it should be distinctly understood that the deputy head of a department can require the officials and clerks thereof to remain after 4 p.m., when and so often as pressure of work may demand it, without extra pay.

1414. Have any abuses prevailed in your department as to the length of the working hours?—No abuses have prevailed as to the length of the working hours.

1415. Is it desirable that the officials should leave the department for luncheon?—It is desirable that a distinct time should be set apart for luncheon.

1416. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence. What length of time is given for luncheon?—The officers and clerks do not, at present, all leave for luncheon at the same time, care is taken that the business of the department does not suffer through their absence. One hour is allowed.

1417. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provision of the Superannuation Act such service is only entered as would be counted for superannuation?—I have not taken care to ascertain that the length of service recorded in the Civil Service List is correct, and that such service is only entered as would be counted for superannuation. I have

always assumed that the establishment book kept in the Audit Office was the basis for checking service for superannuation.

1418. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto? The officials are aware of the Treasury Board Minute respecting the use of political influence, but I fear members of Parliament and others having political influence, are not.

1419. Is it desirable that a fixed daily allowance be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—The actual outlay would have been more in my pocket than the fixed daily allowance for travelling expenses, but the furnishing in detail of all items of expenditure leads to so many disputes as to what should or should not be allowed, that I am decidedly in favour of a fixed allowance.

1420. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services; or do you discriminate and to what extent?

The allowance to the permanent officials of the inside service is \$3.50 per day. The Commissioner of the Mounted Police receives the same, and other officers of the force when on duty for short terms east of the Territories also get \$3.50. In the Territories the allowance to the Assistant Commissioner and other officers employed on inspection duty is \$3.00 per day. To officers employed in the territories but absent from their districts, the rate is \$2.00 per day.

1421. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—A Superannuation Act is desirable in the interest of the public service.

1422. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—The term necessary for the granting of an annuity should be somewhat increased and the provision for one month's pay for each year of service increased accordingly.

1423. Do you consider as a rule the age of 60 years to be a proper age for retirement?—An officer should be able to claim retirement at 60 and should be compelled to retire at 65.

1424. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Any officer should have the option of retiring from the service at any time, and of withdrawing from the superannuation fund the amount contributed thereto by deduction from his pay.

1425. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed?—If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such additions can be made?—I do not think any term should be added to the actual service except in special cases, professional or technical; the term to be added in such cases should be specified at the time of appointment, but not permanently added until after 15 years' service.

1426. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials, who entered the service after the age of 30 years, and who never did anything but clerical work?—No years have been added to any official of this department.

1427. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries. If so, do you consider the present percentage sufficient or do you consider that it would be desirable, in the interest of the public service, to increase the percentage in order to provide (a) that, if no superannuation takes place

through death or any other cause, the official or his representatives, should be reimbursed for the abatements deducted from the salary; or (*b*) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—I see no objection to the abatement for superannuation purposes from the salaries provided the official, or, in case of his death, his representatives benefit thereby.

1428. Would it be desirable to have a system of insurance in connection with superannuation?—I consider it most desirable that there should be a system of insurance in connection with superannuation.

1429. In case of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—In case of resignation or dismissal an officer should be entitled to the abatement deducted from his salary for superannuation purposes.

1430. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No.

1431. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—Where an officer is deprived of his office to promote economy, I think he is entitled to an addition of an extra term of years.

1432. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—When once a superannuation is effected it should be final, and the superannuated officer should feel safe to embark in any enterprise by which he could supplement his retiring allowance, without fear of being at any moment called back to duty in the public service.

1433. Is your department divided into branches: give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch?—What is the method employed in your department for the collection and deposit of public moneys?—The work of my department is not divided into distinct branches, but is classified for convenience and in my absence is under the general supervision of Mr. Fortescue, a first-class clerk. The registers and general correspondence fully occupy four junior clerks—two permanent and two extras. The accounts are kept by Mr. A. Fisher, a second-class clerk, with an assistant.

1434. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure is controlled by myself, with the assistance of the Commissioner of the force. We discuss together the requirements and such expenditure is authorized as is necessary for the efficiency of the service. In a force scattered over such large areas and having such varied duties to perform it is necessary to give officers commanding districts limited discretion. Accounts for liabilities incurred by them are sent to the commissioner monthly, and if he is satisfied that the service was necessary and that the charges are reasonable, payments are made either by departmental cheques or by cheques issued by the commissioner at Regina.

1435. What system of purchasing is adopted in your department?—Purchases are made, as far as possible, by contract, based on tenders invited by advertisement. Supplies are not paid for until the proper officers have certified that they have been received into store, and that they are in accordance with the terms of the contract.

1436. What is the system followed in the issue and receipt of stores?—Stores are issued on requisition, signed by the proper officer. Returns, accompanied by the requisition, are forwarded, some monthly and others quarterly, to the department. The stores and quartermasters' returns are in charge of a staff-sergeant of the force. The duties fully occupy the time of this staff-sergeant, two clerks, one carpenter and one packer, and occasionally an extra man to assist in handling stores.

1437. How are contracts generally awarded in your department?—Contracts are generally awarded to the lowest tender; exceptions to this rule are of seldom occurrence.

1438. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisites, and, if so, please state particulars?—No official in the inside service is in receipt of any additional allowance or perquisite; such allowances are made to the members of the force who are on duty in Ottawa.

1439. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and, if so, state in what way?—It is not possible at present to reduce the expenditure under the control of this department.

1440. In your department have any abuses prevailed in connection with the supervision of payments?—I am not aware of any abuses having prevailed in connection with the supervision of payments beyond trivial matters, such as are inevitable in all business transactions.

1441. What do you think of the proposition of paying all deputies the same salary?—I think they should be graded.

1442. Would you care to express an opinion as to the maximum limit of their salaries?—The maximum should not be less than \$4,500.

1443. In regard to the question of suspension you know that you have the power to suspend if your Minister is not in Ottawa, but not if he is here. Do you think it would be desirable for a deputy to have the power of suspension in any case?—I think a deputy should have the power to suspend any one up to the grade of chief clerk. In the case of a chief clerk, the question should be referred to the Minister, but for the general discipline of the department, the deputy should have the power of suspension up to that rank.

1444. How many men have you?—We have authority to employ one thousand and seventy men. We have at present about one thousand and ten.

1445. Give us an idea of the organization of the outside service.—The force is divided into ten divisions of one hundred men each, each division is commanded by a superintendent with two inspectors. The superintendent holds rank equivalent to that of captain, and the two inspectors rank equivalent to that of lieutenants. The force is divided up into districts. Some districts are as large as a province. The men are scattered in detachments of three or four over the district. There is one commissioner and one assistant commissioner over the whole force. The duty being so much in the field, adds largely to the expenditure. They control the whole frontier from Red River to the Mountains.

1446. What is the total expenditure?—About \$750,000 per annum. For the four years ending the 30th June, 1878, it was, per man and horse, \$1,149; for the seven years ending 30th June, 1885, it was \$1,074. For the year 1885-86, which was the rebellion year, the cost was \$1,354 per man and horse. For the three years from 1886 to 1889, it was \$825. For 1889-90 it was \$753; 1890-91, \$740. For the present year the cost will not exceed \$700, and I hope next year to get it down to \$650.

1447. Is the reduction due to the diminution in price of the commodities of life?—To a certain extent. It used to cost more to get supplies there. We are able to exercise a better control every year. There is more work in many divisions, but when men are a long way from supervision, it is a very difficult thing to check them. Then the theory is prevalent in the North-West, "Oh, it is only the Government, no matter about the cost." I have men employed from time to time compiling statements of expenditure, as near as possible by districts, so that I can see where there is excessive expenditure. As I say, I hope to bring down the cost next year to \$650. Then it must be remembered that the work is not exclusively constabulary work. In the early days the police force did work for every department until the business developed and the departments were able to assume it for themselves.

1448. Where are your headquarters?—At Ottawa.

1449. Do the police prosecute offenders against the liquor law?—Yes, and against all Dominion laws: they enforce the timber regulations on the frontier and keep down prairie fires. All the superintendents and such of the inspectors as are specially appointed, are justices of the peace.

1450. Have you appointed any official to the permanent staff since the passing of the Civil Service Act?—Yes, a messenger.

1451. Did he pass the examination prescribed by the Act?—Yes.

1452. You have nine men paid out of the Mounted Police appropriation?—Yes.

1453. Is that to get round the Civil Service Act?—To a certain extent only. It is an advantage to have these men here. Having become familiar with the system here, we can send them to the North-West at any time to take charge of the quartermaster's stores or books. One of these men will return to the North-West very shortly to take charge of the quartermaster's books at Regina.

1454. Do you think the employment of policemen at clerical work at Ottawa is in strict accordance with section 2 of your Act?—It has always been done.

1455. Do they get extra pay for over-time?—Yes, two of them at the rate of 50 cents an hour.

1456. When do the hours begin?—At four o'clock, but these men get no allowance in lieu of rations and quarters.

1457. In the North West they would get their pay and rations?—They would get their pay, and while on duty here they would be entitled to an allowance in lieu of rations and quarters and to stop work at four o'clock, the same as the others. By putting it in the shape of extra pay I can command their services, and although it comes to a little more in the end I get a great deal more work out of them.

1458. What is the amount of your vote for civil government contingencies?—We have no civil government vote for the purpose. They have always been paid out of our own contingencies.

1459. Would it not be better to take a vote for civil government continuencies to do your work here?—It might be.

1460. Have you any policemen doing clerical work at Regina?—Yes, all clerical work there is done by members of the Force.

1461. Is their occupation described as clerical in the payments?—On the pay-lists they are shown as sergeants, corporals or constables.

1462. Do they employ clerks outside, or to they utilize the Force?—They utilize the Force.

1463. You mentioned boy copyists, it is presumed there would be an age at which they would cease to be employed in that capacity?—Yes.

1464. What age would you suggest?—About 18 years.

1465. You mentioned that you were in favour of refunding the superannuation abatement in the case of the dismissal of a public employé?—I consider that the superannuation deduction is so much taken from the pay which has been voted by Parliament and authorized by Order in Council.

1466. Supposing he had committed offence against the laws of the country—suppose he had stolen something outside which the Government would have to dismiss him and the courts would punish him, should the Government further punish him by keeping his money?—No, if he does not benefit by superannuation, he should get back the amount contributed by him to the fund.

1467. Would you agree to this; that each one should pay an amount sufficient to make it approximately self-sustaining?—Yes, but the Government should add something from public funds. Much of the superannuation vote in the past has been paid to men who never contributed a cent—men who had earned their superannuation before the Act became law.

1468. But you think that the contribution should be returned to one who resigns, or to the representatives of one who dies?—Certainly.

1469. And that the Government should make some contribution towards it annually in the interest of the public service, and that the balance should be raised by a percentage which would make the fund self-sustaining?—Yes.

1470. Do you regard the force as a civil or military force?—A civil force something analogous to the Irish constabulary. Our Minister is the Hon. J. J. C. Abbott. With the exception of two years, the force has always been under the charge of the Premier.

1471. Would it not add to the better control of the force if it were attached to one of the departments, for instance, to the Department of Justice?—I do not know that it would add to better control, it might be more convenient in connection with the magisterial and purely police work. When the force was organized, it was under the control of the Minister of Justice, who was also Premier.

1472. You have in this year's appropriation a promotion for your first-class clerk and your second-class clerk?—Yes.

1473. That has not been carried out to the end?—No.

1474. Would you explain why, when the country is brought so close to Ottawa by easy communication, it is desirable that these officers should be promoted?—The fact of the railway bringing the country nearer Ottawa has increased our work very much, and I propose to transfer a great deal more work here. Many payments are made at Regina which I propose transferring to Ottawa, also more direct control of the stores, by which I hope to save a great deal of duplicating. It will increase the work here, but it will result in economy and benefit to the service in the end.

1475. Is your second-class clerk the accountant?—Yes.

1476. Of course increased work would be thrown upon him in consequence?—Yes. He is at the maximum of a second-class \$1,400.

1477. Your duties frequently call you to the North-West?—Yes.

1478. Do you not think \$1,400 is a pretty good salary for the accountant?—This official has had no increase for five years.

1479. You say that during the period since this man was appointed the force was increased from 300 to 1,000 men?—Yes. He went in as junior second-class clerk. I may add with reference to Mr. Fortescue that my duties call me to the North-West a great deal, and he has entire charge of the office during my absence. I think he should have the rank of chief clerk.

1480. Is it not possible to reduce the number of your force now that the country is being settled up?—Not at present. As municipalities are organized and the districts provide their own police supervision, we shall be able to do so in the settled portions. There is a large area north of the Saskatchewan River yet to be developed, and the force may be required there.

1481. You have full returns of every description sent to Ottawa?—Yes.

1482. You know exactly where every man in your force is at the present moment?—Not exactly, but within a reasonable radius.

1483. Do you know the amount of stores at each depot?—Yes.

1484. After the month's expenditure is completed, how long is it generally before you send in the vouchers to be audited?—Sometimes three months, sometimes longer.

1485. Why the delay?—It takes a long time to get accounts in from the outlying districts. It is frequently a month or six weeks before vouchers are completed. The accounts for July, August and September, are now ready for the Auditor General. They have been waiting my return from the North-West.

1486. In regard to the stores, is not a periodical examination made of the stock at the various depots?—Yes: boards are held periodically.

1487. Who compose these boards?—The boards are composed of a senior officer and one or two junior officers. These boards are supervised by the Commissioner or Assistant Commissioner.

1488. Are they always the same men?—No.

1489. You grant a letter of credit to your Commissioner on the Bank of Montreal at Regina?—Yes: for the pay and many other accounts. In some cases contract accounts for forage, &c., but that is part of the work I propose to bring to Ottawa.

1490. Does he sign the cheque alone?—No: a Superintendent acts as Paymaster, credit is given in favour of the Commissioner and Superintendent, and the cheques are signed by both. In the first place there is a board to certify that the articles have been supplied according to contract. The Quartermaster certifies that they have been received into store, and that they are in keeping with the terms of the contract. Then the Commissioner certifies to the accounts, and the Paymaster makes out the cheque, signs it himself, and sends it to the Commissioner who also signs it.

1491. How are the officers of the force appointed?—By Order in Council on the nomination of the Minister.

1492. No examination of any kind is required?—No.

1493. Are you aware that the cadets of the Irish constabulary have to pass an examination?—I believe they do.

1494. Amongst other subjects, in the principles of law and the law of evidence, do you not think it desirable for officials employed in the preservation of law and order that they should know something of these subjects?—It is desirable, and they acquire a knowledge by practice and lectures at Regina.

1495. They know nothing of it previous to their appointment?—Legal knowledge has not been made a condition of appointment.

1496. Are your officers appointed from the militia?—Some from the militia, some from graduates of the Military College, and some by promotion in the force. Of course, a knowledge of drill and discipline has always been necessary.

1497. The appointments are not made on your recommendation?—On the recommendation of the Minister of the department.

1498. But in the other departments here nominations are very often made by the Minister on the recommendation of the deputy?—I submit several names to the Minister, and he decides who shall be recommended for the appointment.

1499. In fact, the appointment is purely political?—I suppose so. I may say, however, that we have a very large proportion of promotions from the ranks, I think 18 out of 45 combatant officers have been promoted from the ranks.

1500. You have had instances of the appointment of cadets from the Military College who have failed in their examinations?—Yes.

1501. You have also serving in the ranks graduates who have passed through a full course?—Not now, but we have had them.

1502. During the same period in which you have had as an officer a man who has been spun, have you had a graduate who has completed his course as a private?—Yes; one case.

1503. How many failed cadets have you now on the list of officers?—One, I think.

1504. Are there any instances of officers of the militia joining the force as privates?—A number of them.

1505. Then, in fact, the appointment of officers on your force is purely political?—Political, except when promotions have been made on the recommendation of the Commissioner or myself; promotions from the ranks for merit.

1506. Are they always accepted as nominations from you?—Not always.

1507. Is there any medical examination?—They all are required to pass a medical examination, both officers and men.

1508. Many of your officers have failed in health?—Some of them, not many. Some of the candidates have been rejected by our medical examiner.

1509. Some of your officers have failed through excesses on their part?—I am afraid so.

1510. Have they been provided with gratuities in leaving the service?—None who were compelled to leave through indiscretion on their own part.

1511. Have you inefficient officers on your force?—Well, some are better than others, but with one exception I cannot say that any are inefficient.

1512. And among the men?—The same among the men. I cannot say that we have any inefficient men because they would be dismissed. Of course there are different grades of qualifications, there is one officer now under consideration whom I do not consider efficient.

1513. If he did not retire, have you any means of getting rid of him?—None except by dismissal or an intimation that he had better retire.

1514. Would you resort to that means in case you had inefficient men?—Certainly.

1515. Have cases occurred where you have resorted to that?—Yes.

1516. Who is it that signs requisitions for stores?—The officer commanding the Post, wherever it may be, or the senior officer commanding the district in which the stores are used.

1517. Is there only one signature on the requisitions?—The requisitions are made through the regular routine and the senior officer countersigns them.

1518. You stated that about 90 per cent of your requirements were given by contract?—I think I am safe in that statement.

1519. What are the other cases where you purchase without contract?—Where there are small detachments, probably two or three men. Ammunition, sometimes waggons and certain miscellaneous stores.

1520. You divide your estimates into pay and subsistence and other heads?—Yes.

1521. The pay of officers and men is fixed by Act of Parliament?—Yes.

1522. Is it the same rate of pay as was laid down when the Force was established?—No, the pay has varied.

1523. Does not money go further now than it did up there?—Not much.

1524. You do not think it could be reduced with advantage?—No, I do not. We get men at 50 cents a day with an increase of 5 cents a day for each year of service up to a maximum of 75 cents per day, so it takes a constable six years to get up to 75 cents a day.

1525. When they go out do they get a grant of land?—No. They are permitted to re-engage after the first term of five years, they may re-engage for one, three or five years at the maximum pay of 75 cents.

1526. Is there an age limit when a constable shall cease to be employed?—Not when he shall cease to be employed, but no man can be engaged after 40 years of age, the limit is 18 to 40.

1527. Have you a system of gratuities for men who are injured in the service?—No, we take an annual vote of \$2,000 and each case is dealt with on its merits. We have a Pension Act by which a man after twenty-five years' service gets a sum equal to three-fifths of his pay.

1528. Something like the Penitentiary Act system of gratuity?—After fifteen years' service a man may get a pension equal to one-fiftieth for each year of his service if retired on account of infirmity. After twenty-five years' service he can claim a retirement.

1529. Then he would have to have five engagements of five years each to entitle him to the benefit of twenty-five years' service?—Yes.

1530. After three engagements of five years each he may have a pension equal to three-tenths?—Yes, provided he is retired on account of infirmity.

1531. How do your men get their stripes?—By merit.

1532. Is there a system of competition or are they earned by good conduct?—There are classes of instruction, and promotions are made by the Commissioner generally on the recommendation of the officers commanding divisions.

1533. Do the charges for tea, sugar and rice, include carriage to the several posts?—In some cases, not in all. When the supplies are delivered at the headquarters of divisions it includes carriage, but frequently we have to send them to outposts.

1534. In the Auditor General's Report there are items for tea at 45 cents and 35 cents, prices generally beyond the average paid down here; that would include carriage?—Yes. We now use compressed tea, which does not exceed 20 cents per pound.

1535. Taking Fort Macleod, for instance, you used nearly 70,000 pounds of beef; is that got in the immediate vicinity of the ranches?—It is delivered at the barracks; it is called for by tender and awarded to the lowest tenderer. Whatever the rate is, it is the lowest tendered for.

1536. But in the vicinity of the ranches should you not get meat cheaper?—Not always. They will not sell in small quantities. Fort Macleod last year was the dearest place for beef, and it is second to the dearest this year, although it is in the heart of the ranches. This year we are buying meat at Regina, where we can get it from the farmers much cheaper than we can get it from the ranches in the far west. The price at Regina is only 7 cents per pound. We find it much better to call for delivery at the post. We used to take in six months' supply of general provisions, but the shrinkage and the loss from various causes was so great, that we found it much cheaper and more satisfactory to contract for monthly deliveries, which we now do at all posts.

1537. You call for supplies delivered at certain places?—We give the contract to the lowest tenderer, and he buys where he likes.

1538. Are the stores inspected when delivered?—Always; and a certificate given that they are in accordance with the contract and in good condition.

1539. Have you generally many tenders, or is it a limited number?—The number varies; sometimes there are half-a-dozen, at others, only one or two. For the present year the Hudson's Bay Company have taken the contract for provisions, beef excluded, for every post except one. The beef contracts are very much divided.

1540. Do you think there is any combination to get these contracts?—None that I am aware of.

1541. Do you think you really get the best prices?—I think we get the best prices all through. At one of the posts this year the lowest tender for oats was considered too high. New tenders were called for, with an intimation that unless lower prices were offered oats would be sent from the east. This had the desired effect. Similar steps have been taken whenever prices have been unreasonably high.

1542. What do you do when there is only one tender? Are you bound to take that one?—No; not unless we think it well to do so. We can form a pretty good idea whether the prices are reasonable.

1543. Coming next to forage, the main expenditure is on hay and oats?—Yes.

1544. You call for supplies by tenders?—By tenders in all cases, except where there are two or three horses, and we have to pay so much per day or month.

1545. Do you purchase from our own Indian farms?—We have not bought oats from the Indians, but we buy hay from them. The Indians are now supplying hay very satisfactorily. The white settlers complain of the Indians being allowed to compete with them.

1546. What do you generally pay for your oats?—From 30 cents to \$1.10 per bushel, according to the season and locality.

1547. Hay varies from \$7.50 to \$15 a ton, does that include haulage?—It is the haulage that costs the money. I have seen plenty of hay drawn 30 and 40 miles. Last year our hay for Lethbridge was drawn 60 miles in waggons. Besides it is so short that the wind blows much of it away while being hauled.

1548. Do you encourage the purchase of supplies from the Indian farms?—Yes.

1549. Now the fuel and light. The main expenditure is on coal, which sometimes runs up to \$16 a ton?—That is for anthracite, the Pennsylvania coal, of which only a few tons are used.

1550. Altogether you burn an enormous quantity of coal?—Yes, but the climate is severe and the buildings of light construction. Many of the buildings are portable, mere shells. In the hospital at Regina, they burn a ton of coal a day in cold weather.

1551. But \$45,000 is a large sum to pay in fuel and light?—Yes, but there are many buildings to keep warm. If the men were concentrated in barracks, the expenditure would be much less.

1552. Coal is cheaper now, is it not?—Coal is cheap, it is the transport that costs. We get soft coal there at an average of about \$7 per ton.

1553. What is soft coal selling for at Winnipeg?—I do not know what it is selling for at Winnipeg, but we are paying \$8.25 at Regina. It has to be hauled two miles to the barracks. That adds to the cost.

1554. Your clothing costs you something like \$33,000 a year. It is first given as \$43,000, and there is \$9,000 deducted. What do you mean by the deduction?—Men draw clothing out of the store on repayment. They may be entitled to one article and take another.

1555. Is the clothing bought in Canada?—It is nearly all bought in Eastern Canada, by tender.

1556. How many tenders do you get for your clothing generally?—For the general clothing such as blankets, stockings, shirts, sheets and things of that kind, there are sometimes half a dozen tenders. For tunics, riding breeches and overcoats, not more than three firms tender.

1557. Do you call for tenders for furs all round?—Generally, but not always.

1558. Next we come to horses, which cost \$10,000 last year. What per cent of your horses do you replace each year?—A little more than 10 per cent. We have on an average 900 horses. A great many are cast and sold, which bring good prices from the farmers. The average price of cast horses last year, I think, was \$57. Many which became unfit for police use, make good general purpose horses for a farm.

1559. With the deduction for cast horses your replacement only cost you \$10,000 a year?—About that.

1560. How do you get your new horses? The Commissioner publishes advertisements that on certain days he and the veterinary surgeon will be at certain places to buy horses for the Mounted Police. He generally gets the pick of the ranches for not exceeding \$125 each. The price is limited to that figure. The ranchers bring their horses into these centres on the days named—the Commissioner makes his selection and the veterinary surgeon examines and passes the horses if they are sound. The average price paid last year was \$121. The average price of those bought this year will be about \$116.

1561. These horses have not been broken at all when they are bought?—The seller breaks them sufficient to be handled and saddled. After that the police complete the breaking and training.

1562. Is much difficulty experienced in breaking them?—Some are troublesome, but as a rule they settle down to work very quickly.

1563. You had to buy horses in Ontario at one time?—Yes, but we can now get all we require in the North-West.

1564. Do you get your arms from England?—We bought our revolvers in England; they are the same as are used in the Imperial service. The carbines are the Winchester, an American pattern, breech-loaders. When the force was organized the Indians and all Western men carried this arm. It cannot be called a military arm, but it has answered its purpose admirably.

1565. Have you any idea what would be the cost of the renewal of the arms and ammunition for a thousand men?—Well, it would probably be \$15,000 for renewing the rifles, but we should not do it all in one year: we would spread it over several years and gradually work the old weapons into certain sections.

1566. Your medical expenditure is only \$6,000?—More than it ought to be, but still the men are scattered over large sections. We must keep up hospitals. That includes the examination of recruits.

1567. Are these doctors appointed by Order in Council?—Yes, except those resident doctors who get so much per man. They do not belong to the force.

1568. What do you pay for the examination of a recruit?—\$2 per man.

1569. Books and stationery, about \$5,000; you supply your barracks with libraries?—Not at public expense, but from the fine fund. We have a fine fund which supplies the barracks with all reading matter and the means of recreation.

1570. What do you mean by scouts, guides and labourers, for which there is an expenditure of \$15,000?—There are a certain number of attached men, scouts for instance. It frequently happens that a policeman in uniform would be known when sent on special service, and they employ one or two scouts. It is found better to employ men who are not known as being connected with the police, to work in conjunction with the police patrols, and report to them from time to time. When going to Indian reserves or camps it is frequently necessary to have these men. Then, again, there are men who after taking their discharge are employed on special duty. We have a return each month of what a man does and what he is paid; that item will be very much reduced after this.

1571. You spend \$27,000 in billeting and travelling expenses. Can you explain that item?—Much of this billeting is in Southern Manitoba, where we have between 27 and 30 men on duty. They are constantly on the move from place to place, and where there are only two or three together we have to billet them at stopping places, in the farmers' houses, &c. We pay \$16 to \$20 a month for their board, and \$8 to \$12 a

month for their horses. Then at other places the police patrols passing from place to place have to stop and get their meals.

1572. You mentioned just now that the cost of subsistence and forage included the cost of transport?—Yes.

1573. The Auditor General's Report states separately the cost of transport at \$40,000. How do you reconcile the two statements?—Until recently we have paid the expense of recruits going up to the North-West and the expense of engaging men here. It cost an average of \$30 per man to send them up to the North-West. We have stopped that now. Then we have had to pay from a cent to five cents a pound for taking supplies to the outlying patrolling force.

1574. The item for transport and freight then can be reduced?—Yes, it will be very considerably reduced from this out.

1575. It will be reduced in future by not paying transport expenses?—By not paying transport expenses and by having a larger proportion of the supplies delivered at the posts at which they will be consumed. Then you must remember that the force has to be moved about frequently. The other day there was an Indian shot near Fort Macleod and we deemed it necessary to immediately raise the strength of the district to 200 men. That all costs money.

1576. Then you have certain expenses for telegrams?—That item is kept down to the lowest. The Commissioner looks after it in the West and is constantly deducting for private telegrams, and I do the same here. But much of that item should be charged to other departments on whose business the messages are sent.

1577. What is your postage bill?—The postage is on returns between the posts in the West. We have no postage from here, but our returns are very bulky and are sent in duplicate and triplicate. I am trying to reduce that.

1578. On letters and official business from Regina to Calgary and return the postage in each instance has to be paid?—It has to be paid. They have a stamp book at each post which inspecting officers examine.

1579. How do you come to incur an expenditure of \$1,500 in advertising?—That is advertising for supplies under contract.

1580. Do you advertise in all the papers?—No; my plan is to take the authorized list, giving one advertisement to one paper and another to another. One of the objections to advertising too freely is that you make the cost of advertising almost as great as the supplies. In the North-West we advertise in the local papers nearest to where the supplies are required. Then we have a number of posters struck off which are scattered around the settlements by our own men and stuck up in different places.

1581. You would not advertise in a Cape Breton paper, for instance, for tenders for tea?—No; we do not go so far East. We use discretion in advertising. We have not many advertisements from Ottawa, but we have a good many in the North-West papers for farm produce.

1582. Do you think it desirable that the departments should be closed at four o'clock to the public?—Yes; this would allow the officers to finish their day's work without interruption.

1583. You think it would allow the officers to finish their day's work?—I think it would be a great advantage. We can do a great deal of work from four to six o'clock if we are not interrupted.

TUESDAY, 5th January, 1892.

Mr. LAWRENCE VANKOUGHNET, Deputy Superintendent General of Indian Affairs, was called and examined.

1584. You are the Deputy Superintendent General of Indian Affairs?—Yes.

1585. How long have you held that position?—Since 1880.

1586. And how long were you in the Indian Department before that?—Before that I was in the department, I think, over twenty years.

1587. Then you have had more than thirty years' experience in the department?—I think I shall have had thirty-one years' service on the 13th February.

1588. Give the number and cost of permanent staff at Ottawa of the Department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—

<i>Permanent Staff.</i>		
<i>Years.</i>	<i>Number.</i>	<i>Cost.</i>
1882.....	18	\$17,835.12
1891.....	44	45,082.75
<i>Extra employees.</i>		
1882.....	5	\$2,117.78
1891.....	10	3,396.00

In explanation of the above it appears but proper that an idea should be given by way of comparison of the quantity of work done by the department in those years respectively. For instance, the volume of business passing through the Accountant's Branch has at least quadrupled since the year 1882; while the correspondence dispatched from, as well as that received at the department has more than doubled respectively. The number of schools on Indian reserves and elsewhere in 1882 was 118, whereas the number in 1891 is 245, being more than double of the number in the former year. The work in connection with the surveys of Indian Reserves in Manitoba, Keewatin, the North-West Territories and British Columbia necessitated the establishment of a technical branch for directing and overseeing the same, as well as the work in connection with the construction of school and other public buildings, roads, drains and other works, which are constantly being constructed on the numerous Indian reserves in the Dominion; and when I state that the latter number 1,135 some idea may be formed of the amount of work involved in directing and supervising such matters as those above referred to. In fact, the work generally of the department may be said to have more than doubled since 1882.

1589. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—There should, in my opinion, be a Board of Commissioners, consisting of, say, three or four members to whom should be delegated the power of appointing examiners of candidates for appointment to the Civil Service, and the Commissioners should have the sole right of selecting from the candidates who succeed in passing the examination the appointees for vacant positions in the various departments. The Commissioners should be men without political bias, and of established and well-known business capacity, who have themselves been accustomed to the management of large numbers of employees, while conducting successfully business of an extensive and important nature having many ramifications.

1590. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I consider that the competition should be confined to the particular subjects which will best test the fitness of the aspirants to fill the position in the department for which an appointee is required. No appointments, except of those below the rank of a messenger or packer, should be made without examination. The minimum age of an appointee should, in my opinion, be 16, the maximum 21 years.

1591. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—Deputy heads of departments should be appointed during good behaviour, and for so long as they are efficient in the discharge of their duties. Being responsible for the proper management of his department, the deputy head should, in order to enable him to exercise this responsibility in an efficient and practical manner, be given full control of the officials of the department with power to suspend, fine and retain after office hours, as the circumstances of each case may seem to justify; and such action should not be subject to the approval of the Minister at the head of the department upon whom extraneous influences might be brought to bear to compel him to interfere with the deputy's recommendation; and thus the authority of the latter over his subordinates would be weakened, discipline impaired and the work of the department seriously impeded.

1592. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class ranking lower than second and higher than a third?—The services of junior clerks as copyists, and for similarly light work are and will always be necessary, but I think a special class to be composed of such employees, might with advantage to the service, be created, to be styled the fourth class. I do not see why the salary of such an employee should be higher on his or her entering the service than a junior clerk receives when he enters a bank, viz.: about \$200 per annum, I consider that so long as the duties required of an employee of this class consist of copying or work of a similarly unimportant character, the maximum salary paid him or her should not exceed \$600 per annum; and the increases leading up to that figure should depend upon the amount of work done by the clerk during the year, as well as upon the manner in which it has been done. I consider that an intermediate class, between the fourth as above proposed, and the second class, might with advantage to the service, be established, whose duties might embrace work of a higher order than those of the fourth class, and of not so important a character as the duties of a second-class clerk; the minimum salary attachable to this class might be \$600, and the maximum \$1,000 per annum.

1593. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Any applicant for an appointment who has passed in an optional subject or subjects which will not be required in connection with the duties of the office to be filled, might be allowed the option of taking the appointment, if he is otherwise the most eligible candidate for the position, without any addition to the minimum salary on account of the optional subject or subjects, or of waiting for an appointment in which the optional subjects, or some of them, might be utilized and the additional salary allowed.

1594. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—I fear that the system of annual increments, provided for in the Act, has led to the same being regarded too much in a "matter of course" light. I have, however, in some instances of repeated misconduct on the part of an employee or of continued carelessness or neglect of duty, withheld my recommendation for the statutory increase.

1595. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—The advisability of granting increases of salary annually is questionable. In my opinion an increase of salary should only be given when besides length of service the quantity and nature of the work of the employee and the manner in which his or her duties are performed justify the increase.

1596. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—There should, in my opinion, be special preliminary examinations for each department in such subjects as will best test the qualifications of candidates for the position to which an appointment is to be made.

1597. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term

of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The selection is made from the list of qualified candidates by the Superintendent General of Indian Affairs. I never reported against an official during his term of probation.

1598. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case? If the appointee is required to discharge duties in line with his profession and if he holds a diploma from a competent and legal source, he is not required to pass any examination. If, however, although he may be a professional man, the duties to be performed by him do not require "wholly or in part" the exercise of the professional skill possessed by him, he would be required to pass the usual examination.

1599. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I consider that the promotion examination is the best method of testing a person's competency to fill satisfactorily the position to which he aspires, provided that his knowledge of matters connected with the same be the principal test of competency.

1600. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions in the Department of Indian Affairs have been made both for the purpose of filling vacancies, and when owing to the increased volume of work which he was called upon to perform, the addition to his duties of work of a more important character, or in consequence of a larger number of employees being placed under his direction, the increased responsibilities of the officer appeared to justify his promotion.

1601. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—Inasmuch as the Civil Service Board, as at present constituted, has nothing to do with the filling of vacancies, further than to see that none but competent persons are allowed to pass the examination, I do not see the necessity for making to the board an estimate of the number of vacancies likely to occur during the year. The information thus given is published before the examination takes place; and being largely hypothetical, as all estimates are, and therefore not infrequently illusive, it is calculated to excite in the minds of aspirants for promotion or for appointment hopes that may never be realized. On the other hand, however, the knowledge thus obtained that higher positions may be thrown open to competition no doubt incites the officers of the departments to greater exertions in acquiring a knowledge of the duties of these positions, in the hope of capturing the same. I, however, doubt very much the expediency, while political influence is allowed to have much weight in securing appointments, of making public the intention of the Government in such matters.

1602. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—While the proficiency of a man or woman as displayed at an examination is doubtless an important factor in determining the fitness of an aspirant for a position, there are other considerations in connection with the promotion of an official which have to be looked at, for instance, the personal character and habits of the applicant, and if others are to act under him, the ability to govern or control. This might be illustrated by the following:—Supposing there were two aspirants for the same position, one of whom, although he excelled the other in the actual number of marks obtained at the examination, was known to the head of the department or to the deputy head to be greatly inferior to him in the other respects above described, or for other important reasons to be very undesirable, it appears manifest that the promotion of the man who had obtained the most marks would be prejudicial to the public service.

1603. Should not promotions be made by Order in Council?—All promotions should, in my opinion, be made by Order of His Excellency the Governor General in Council, and

in so far as the Department of Indian Affairs is concerned they always have been so made.

1604. Did the head of the department ever reject any man who has been promoted?—The head of the Department of Indian Affairs has never rejected any employee who has been promoted.

1605. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—One officer, the assistant accountant, after having been promoted to the first class turned out to be incapable. I think, however, that this was more from carelessness and negligence. He was superseded and his annual statutory increase has been stopped; his promotion, however, has not been cancelled.

1606. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—I have endeavoured to give my certificates with impartiality and in accordance with the circumstances of each case.

1607. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent. in the case of any candidate in your department seeking promotion?—The lowest number of marks I have given on an efficiency paper is 32.

1608. Should not exchanges of position be made on the report of the deputy heads of the departments concerned?—Exchanges of position should not be made without the concurrence of the deputy heads of the departments concerned.

1609. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—It is not within my knowledge that exchanges have been made for the convenience of officers, and not for the benefit of the departments concerned.

1610. Should the temporary clerk or writer class be extended, or limited, or abolished?—Temporary assistance in the departments will always, in my opinion, at times be necessary, for when the time of the permanent staff of a department is fully occupied and an unlooked-for increase occurs in the work of a department, and which work requires to be done as soon as possible, additional clerical help must in such case be temporarily employed, but I think that such help should be strictly limited to the object which was the occasion of its being employed; and as soon as that has been accomplished the services of the temporary clerk or clerks should be dispensed with.

1611. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class?—I have given no special consideration to the question of the desirability of having a junior division or boy copyist class; but, as before stated, I think a fourth class of clerkship might with advantage be created; none younger than 16 or older than 21 years to be considered eligible for admission to this class. I do not recommend the creation of a "boy copyist class" unless it be one of the description above stated.

1612. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—My views in respect to having a lower class than the third, as expressed in reply to previous questions, would appear to be all that I have to say on this subject.

1613. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—I ascertain, under the present system, the necessity for the employment of extra clerks, by assuring myself of the inability of the permanent staff of the department to do the work for which the aid of temporary clerks is required.

1614. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—The temporary clerks are selected by the political head of the department.

1615. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—There are a number of female clerks on the staff of the Department of Indian Affairs. They are, as a rule, efficient in the discharge of their duties. There are no branches of the department in which women could be exclusively employed.

1616. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—The nature of the office and the responsibility connected therewith, and consequent wear and tear upon the official's system, should, I think, be factors in determining the extent of leave to be given; but I do not consider that length of service, if an employee has had the usual annual term of leave granted to officials performing duties of similar grade, should be taken into account.

1617. Should not leave of absence be compulsory? Should there be a limit, and if so what, in the case of leave on account of sickness?—For sanitary reasons in all cases, and in the interests of the service in some cases, leave of absence once a year should be compulsory. I consider that there should be a limit in the length of leave granted on account of illness; and that it should be proportionate to the length of service of the officer or employee, but in no case should it exceed six months for every ten years of service or in that proportion.

1618. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise? In your department have any abuses prevailed as to the granting of leave of absence?—The business of the Department of Indian Affairs has not been materially affected by leave being granted to any the officials on account of sickness or otherwise, but the occasional and in some cases, not infrequent absence of clerks from illness occasions inconvenience. This, however, is I suppose, a contingency incidental to the employment of labour in most lines of business and is not, therefore, peculiar to the Civil Service. No abuses have prevailed in my department in connection with the granting of leave of absence.

1619. Should there be a system of fines for small offences?—It might be found difficult to carry out a system of fining unless a tribunal competent to adjudicate upon cases of dereliction of duty were created.

1620. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head? Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I consider that no official who has vacated his position by resignation or otherwise, should be allowed to re-enter the service of the department in which he was employed without the recommendation of the deputy head of the department, and in his report recommending the same, the deputy head should state the cause or causes of the official having resigned or lost his office as well as his reason for recommending that he be reinstated, nor should the official be allowed to enter the service of any other department unless the deputy head of the latter as well as the deputy head of the department in which he was formerly employed jointly recommend in a similar report to that above described that the official be appointed thereto. Should it be proposed to attach the official to any other department than the one he was previously employed in or to any branch of the latter department other than the one he was previously in, he should in such case prove his competency to perform the duties required of him; and if his resignation or of discharge from the position previously held by him was owing to incompetency, bad habits or other sufficient cause he should before being reinstated furnish satisfactory evidence that the cause or causes for which he resigned or lost his position no longer exist.

1621. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—An attendance book is kept in this department as required by the Act. It is signed by all the officials, excepting the chief clerk and the private secretary of the Superintendent General of Indian Affairs. If an official is often late, his or her attention is called to it, and at the end of each month a statement is prepared showing the attendance of each employee, the days present, the days absent, on leave or sickness, or without leave, and days late; and at the end of each year, a report as required by Order in Council is prepared for the Minister in which is stated the number of days each official was present, the number of days absent, and the cause of every absence, and the number of days late.

1622. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—I have but few

suggestions to offer as to the Civil Service Act other than the questions in connection with the various sections quoted in the paper of the Civil Service Commissioners have already elicited. But, speaking of it in a general way, I fail to see why the description in schedule B attached to the Act of the outside service should be limited as it is to but four departments; for although the following words in section 4 of the Act, alluding to schedule B: "And who are employed otherwise than on the departmental staffs in Ottawa," may be held to, and they probably do, embrace those employed outside of Ottawa in all the other departments not mentioned in schedule B, this mode of describing the outside service of the department does not appear to me to be sufficiently specific. I consider that the outside service of each department should be described in schedule B, and not only the outside service of the four departments described therein. Section 6, sub-section 2.—With respect to the class of officials described in this section as "Supernumerary Clerks," I would suggest that when owing to pressure of work in any department, additional assistance is required, these clerks should be attached for the time being from their departments, and required to render immediate assistance to the department in want of the same. Section 51.—With regard to the provision under this section, that in cases of absence from illness, the medical certificates shall be obtained from "an authorized medical practitioner appointed by the Governor in Council for the purpose," compliance with this requirement has been found impracticable, and it must, in my opinion, continue to be so in cases of temporary absence or even prolonged absence from illness when the official does not apply for and obtain leave of absence under authority of an Order in Council; as every employee has his or her own medical attendant and the latter is not always the practitioner appointed by the Governor General to grant medical certificates. This requirement, however, is quite practicable when "leave of absence" owing to illness over and above the usual statutory leave for three weeks is applied for to the Governor in Council; and, as a matter of fact, compliance therewith in such cases is insisted on by this department. But, in cases of temporary absence for longer or shorter terms from illness, the certificate of the medical man in attendance in each case is and must necessarily be accepted.

1623. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Serious difficulties have arisen in the conduct of the business of the Department of Indian Affairs from the effect on the discipline and internal management of the department of these provisions of the Civil Service Act which limit the power, in such matters, of the deputy, who is really the permanent head, and as such the manager of the department, by making it subject to the approval of the political head, as well as owing to the working of these provisions of the Act which leave the selection or rejection of appointees (the latter when on probation for promotion) to the political head of the department, upon whom, it is apparent, influences may be brought to bear which he would find it, if not impossible, very difficult to resist, whereas such influences would have no effect whatever upon the deputy head. And for similar reasons, in cases in which the proper discipline or internal economy of the department is involved, decisions may be given subversive of the same, notwithstanding the recommendation of the deputy head was to the contrary, and the interests of the department be thus prejudicially affected. The sections of the Act to which I specially refer are Numbers 13, 14, 35, 36; sub-sections 2, 37, 42, 43, 44, 45, 46, 47, 49 and 50. Instances of the inadvisability of the rule which leaves the selection of appointees to the political heads of departments have occurred as well as allowing the authority of deputy heads to be overruled to the detriment of order and discipline in departments.

1624. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties in your department or any branch or any officer of your department been varied?—The changes in the character and extent of the service required in the Department of Indian Affairs, which have occurred since the passage of the Civil Service Act, have been manifold. They have been brought about principally by the expansion of the business of the department in the North-West and in British Columbia, and, as a consequence, the duties generally of the inside and outside service of the department

have been greatly increased within that period, and many improved methods for conducting the same have been introduced.

1625. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—There are several officials in the department whose record has not been such as might be desired. The defects in their characters existed, I believe, before they were appointed to the department; in three cases indulgence, at times, in vicious habits; in a fourth case, inattention to business and carelessness, and a fifth case, the two latter characteristics coupled with, in some measure, a proneness to, at times, drink more than an official should, having a proper discharge of his duties in view. It should, however, be added that in two of the three cases first described such misconduct has not been of as frequent occurrence of late as was formerly the case: in one of them, however, it has been sufficiently so to occasion embarrassment and trouble in the department, and in the third case a report had to be made quite recently to the Minister of the official's misconduct.

1626. Are the number of persons employed in your department out of proportion to the increase of work?—It is with the utmost difficulty that the current work of the department can be kept up by the number of permanent officials employed.

1627. Has the work of your department increased beyond the capacity of the permanent staff, and, if so, has it led to the employment, for lengthened periods, of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—The work of the department has proved, at times, to be greatly beyond the capacity of the staff and this has frequently led to the employment of temporary clerks, some of whom had to be kept on for lengthened periods, but only in one case, and that was of a "permanent temporary," was the rate of remuneration increased from that given when the official was first employed. This officer, the Rev. William Scott, recently died, and he has not been replaced; in fact it would be difficult, although very desirable, to find a suitable substitute for him as he was an expert in all matters requiring special scrutiny and great accuracy. His duties consisted principally of looking into matters wherein the old records of the department had to be carefully examined and the salient facts material to the case in hand culled therefrom and presented in a succinct form in elucidation of the subject. The increase in Mr. Scott's case was from \$1.50 to \$2 per day, and it was well merited.

1628. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes that have been found inconvenient or impracticable and that would lead to irregularities?—I have no additional suggestions to make in connection with any rules laid down under existing regulations to those contained in my replies to previous questions, or which may be elicited in answering the queries which have yet to be dealt with.

1629. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—As to the checks which should be imposed to prevent the admission to the service of ineligible persons and in regard to the affording of proper facilities for relieving the service of useless members, I believe that no candidate for office should be admitted on the recommendation, direct or indirect, of a member of Parliament, or through political influence of any kind, and that the attempt to bring such influence to bear in order to secure an appointment should of itself bar the applicant's right to the same or to any other appointment in the gift of the Government. Certificates of character and capacity from other than political sources should be required in each case. All useless members of the service should be got rid of on as equitable terms as the circumstances connected with each case will justify, such as length of service, character of the duties of the position held, and the manner in which they have on the whole been performed, &c., &c.

1630. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—The attendance book should, in my opinion, be signed by officials when they leave and when they arrive, and should they be permitted to leave

during office hours, the purpose for which they are going should be stated and the hours of leaving and returning should be inserted opposite the signature of the official; and in cases where the time has been exceeded full explanation of the cause should be added in a column provided for the purpose. An official is not permitted, under existing regulations, to leave the department during office hours, except under special circumstances, and after permission to do so has been obtained from the deputy head. This is a good rule and it should be strictly maintained.

1631. In your opinion, are not the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The present office hours are sufficiently long, if service during those hours is continuous. Should, however, an hour be allowed for lunch, the office hours should then be extended to 5 p.m.

1632. Have any abuses prevailed in your department as to the length of the working hours?—Delays in the transaction of business have been occasioned by officials going out to lunch and then leaving promptly at 4 p.m. without catching up the work entailed by the loss of time while out at lunch.

1633. Is it desirable that the officials should leave the department for luncheon?—I think it highly desirable that an hour for lunch should be given officials, and that the office hours should be extended to 5 p.m.

1634. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—Leave to go out for lunch can only be obtained on filing a medical certificate that the condition of the applicant's health requires it. That this privilege has been greatly abused is notorious—employees file flimsy certificates from their medical attendants, and if the deputy head considering them insufficient, refuses to grant permission to the applicant, influence is brought to bear and the authority of the deputy head is overridden. I will give one out of several instances of a similar kind which have come under my personal attention. The medical man in the case in point certified that considering the applicant was an Englishman and well advanced in years—he is between 50 and 60—he required a substantial meal in the middle of the day. This certificate was objected to by me as being quite insufficient to justify leave to go out for lunch being granted. As to the length of time given for lunch to those holding medical certificates, so called, inasmuch as the office hours remained unchanged, I limited the time at first to half an hour, but I was overruled in this and one hour was given. I then in cases where the certificate indicated that the permission to go out for lunch was to be of permanent endurance, required that the holder of the same should remain until 5 p.m. in order to fulfil the requirements of the Government as to the length of time an official was to put in during the day, but I was overruled in this decision also.

1635. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as will be counted for superannuation?—All entries in the "establishment book" kept in the Department of Indian Affairs are based on authentic data obtained from reliable sources, and in the statements as to length of service of the officials of the department recorded in the Civil Service list the service indicated for which superannuation would be reckoned are those shown in the "establishment book," but in addition to the information contained in the Civil Service list, and I may say independent of it, when an official is recommended for superannuation a full report embracing *inter alia* his length of service reckoned from the date of entry into the service, the date of his retirement therefrom, if granted, is made by the department to the Honourable the Privy Council, and is thence referred to the Honourable the Treasury Board for consideration and report.

1636. In your department are the officials generally aware of the Treasury Board minute of the 28th January, 1879, respecting the use of political influence? Is its spirit generally observed, and in case of infraction, has the attention of the head of the department been called thereto?—The officials of the Department of Indian Affairs are

aware of the minute of the Treasury Board of the 28th January, 1879, respecting the use of political influence. I know not whether the spirit of the minute is generally observed or not; as officials disposed to adopt such methods as political influence, etc., take good care not to acquaint me with the fact, when the same are employed by them in their endeavour to accomplish their objects. I can only add that my own recommendations are based upon the qualifications of the officials recommended.

1637. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it, in your opinion, be preferable to reimburse the actual outlay incurred?—I consider that a fixed daily allowance should be given, and that the amount should depend upon the place or places the official has to visit. For instance, a man should not be allowed as much when his visit is to a village or to the country as he would be allowed when visiting a town, as when he is required to visit a town the allowance should be less than if his duties called him to a city. The reimbursement of actual outlay would be insufficient to meet all the expenses incurred, and the result would be that the official when required to travel on duty would sustain loss. If actual outlay only is paid, I consider that extra pay should be given to an officer while travelling on duty.

1638. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—The same allowance for travelling expenses is made to all officials at headquarters when travelling on duty, and for all services. In the outside service of the department, however, the allowances vary.

1639. In your opinion, is the Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operation to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department? Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I consider it to be in the interest of the public service that there should be a Superannuation Act. The Act should apply to all classes of permanent officials in the public service. No change in the operation of the Act as regards the officials of the Department of Indian Affairs suggests itself to my mind as advisable. I consider ten years to be a sufficient term of service to entitle a man, if otherwise eligible, to a retiring allowance.

1640. Do you consider as a rule the age of 60 years to be a proper age for retirement?—I am of opinion that 60 years as a rule is a sufficient age for a person to have attained, to entitle him to retirement.

1641. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—I think that no official should be allowed to continue in active service after he has attained the age of 60 years unless he is reported by the medical examiner of the Civil Service to be physically capable and by the deputy head of the department to be intellectually able to discharge his duties efficiently, and unless also the authority of His Excellency the Governor General in Council is obtained for his continued employment; and in no case should such additional service be allowed to extend beyond the 70th year of the employee.

1642. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—I would grant the option of retirement to any official who had reached his 60th year, but to no one of less age.

1643. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—If any term is added to the actual service of an official it should, in my opinion, be as a reward for good service rendered by him in certain lines requiring the exercise of professional skill or of administrative ability during a lengthened term of service, and not because an official happened to enter the service after the age of 30 years even though possessed of the special qualifications mentioned in Sec. 37 of the Act. I am doubt-

ful whether an additional term to an officer's service should be added under any circumstances except, perhaps, in a case where an official is obliged to retire owing to injuries received in the discharge of his duties, or because of the abolition of the office held by him, through no fault of his, but for the purpose of improving the organization of his department or owing to its being in the interest of economy to abolish the office.

1644. In your department has the additional, or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—In the Department of Indian Affairs no official appointed for technical qualifications has been retired, or have any officials been retired owing to the offices held by them having been abolished or for reasons of economy; nor has any additional term been granted to any official, who, having entered the service after 30 years of age, never did anything but clerical work.

1645. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable in the interests of the public service to increase the percentage in order to provide (a) that if no superannuation takes place through death or any other cause, the official or his representatives, should be reimbursed for the abatements deducted from his salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—I am of the opinion that no abatement for superannuation purposes should be made from officials' salaries, and that pensions should be given free of any tax on the officials' salary to all who by long and meritorious service have merited the same. If the present system of deducting from salaries for superannuation is continued, whether the rate of commission is increased or not I consider that in case of his dismissal whether for cause or not without pension or gratuity, the amount deducted with legal interest should be refunded to the official, or in the event of his death while in the service it should be paid to his legal representatives, and in the latter event if the deceased leaves a family who were dependent upon him at the time of his death I think that compound interest should be paid on each deduction from the date the same was made. I need hardly say that if the official has had to leave the service on account of embezzlement such refund should not be made.

1646. Would it be desirable to have a system of insurance in connection with superannuation?—I would be in favour of deductions being made from officials' salaries wherewith to pay the premiums on insurance policies; such deductions might be continued even after an official has been pensioned, from the amount allowed him as pension. But I consider that it should so be arranged that married officials would not have it in their power to devise the amount of the insurance to others than their wives and unmarried children who are dependent upon them at the time of their death. Creditors of the deceased should also be prevented from obtaining any lien thereon.

1647. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—In cases of dismissal or resignation I consider that, if the same was not the result of malfeasance the amount deducted for superannuation, if no pension or gratuity is granted, should be refunded with interest.

1648. In your department has it ever been recommended that a diminution of the allowance should be made on account of the service of an official having been considered unsatisfactory?—It has never been recommended in the Department of Indian Affairs that a diminution of the superannuation allowance should be made in the case of any retiring official.

1649. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—My previous replies embrace all I have to say in regard to the question of the allowance to officials, under certain circumstances, of an extra term of service.

1650. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—When an official who is superannuated is under the age of 60, and is not disabled through sickness or other cause from fulfilling the duties required of him, I consider that the power to recall him and to require him to resume the position formerly filled by him, or one equally as eligible in point of rank and salary, should be retained. When, however, the retired official is 60 years of age and over, it should be optional with him to serve again, should the Government deem it to be in the interests of the public service to request him to do so.

1651. Have you any suggestions you wish to offer with respect to the Superannuation Act or the working thereof?—I have no suggestions additional to those contained in my answers to the previous questions to offer with respect to the Superannuation Act or the working thereof. Except that I would emphasize what I have already said respecting the inadvisability of continuing the system of taxing a man's salary for his pension, which I consider should be given to officials for long and meritorious service, and proportionate in amount to the position filled by, and rank of the official without any deduction from his salary to secure the same.

1652. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—There are six branches in the Department of Indian Affairs. They are as follows:—

1st. The Accountant's Branch is under the direct charge of Mr. D. C. Scott; Mr. Robert Sinclair, the chief clerk and accountant of the department, exercising a general supervision over the branch. Mr. Scott's rank is that of a first class clerk. He has under him nine other clerks, one of whom is a first class clerk, three belong to the second class, and five are third-class clerks. The accounts in connection with the Parliamentary appropriations for Indian purposes and the Indian Tribal Accounts, are kept in separate sets of books. The appropriation accounts, and all the business in connection therewith, are attended to by Mr. J. W. Shore, a third class clerk, and three assistants; the Tribal Fund Accounts, and the business incidental thereto are managed by Mr. R. G. Dalton, who holds the rank of a second class clerk, and four assistants, one of whom holds the rank of a first class clerk. Another is a second class clerk, and the two others are third class clerks. The first-class clerk referred to formerly occupied the position now filled by Mr. Dalton, but owing to carelessness, neglect of duty and general inefficiency, he was superseded. The second class clerk mentioned as one of Mr. Dalton's assistants, formerly filled the position of senior stenographer of the department, but owing to his eye-sight having become impaired by the constant strain of shorthand writing, he had to be transferred to another branch, and additional assistance having been required in the Accountant's office, he was placed there.

2nd. The Technical Branch consists of four officers, who are all land surveyors and civil engineers. Mr. W. A. Austin, D.L.S. and P.L.S., is the chief surveyor and draughtsman in charge of this branch. Mr. John C. Nelson, D.L.S., has charge of the surveys of Indian reserves in Manitoba, Keewatin, that portion of the North-Western part of Ontario formerly known as the "Disputed Territory," and the North-West Territories. During the open season Mr. Nelson is engaged in field work in connection with these surveys, and in the close season he prepares the plans, field notes, etc. Mr. Samuel Bray, D.L.S. and P.L.S., and Mr. Thomas C. Green, D.L.S., assist in the general work of the branch. The examination of all plans of survey of Indian lands, reports, field notes, and accounts in connection therewith, the critical examination of all plans and specifications for roads, drains, bridges, culverts, school, council and other public buildings on the numerous Indian reserves in the Dominion, and of the tenders received for the construction of the same, drawing up contracts for the building of these works, preparing instructions for surveyors, preparing plans, etc., specifications for public buildings to be erected on the reserves in the vicinity of which no architect resides, or when, for other reasons, it is

considered advisable to have the designs drawn at the department, making such copies of maps, field notes, plans, etc., as may be required by the department, or by parties outside of the department, form some of the most important duties performed by the officers of this branch.

3rd. The Indian Lands and Timber Branch consists of seven officials, Mr. J. D. McLean, whose rank is that of a first class clerk, being the officer in charge. Mr. W. A. Orr, a second class clerk, is next in authority; Mr. Orr is also Registrar of Indian Land Patents, having been appointed to that office under section 45 of the "Indian Act." The remaining five officials in the branch are third class clerks. The duties of this branch comprise the management of the land and timber on the numerous reserves, as well as the sale and leasing of lands and timber, mineral, stone and other valuables, on such portions of these tracts as the Indians owning them may from time to time have surrendered to be sold or leased for their benefit. Sale and lease books are kept in which entries are made of all transactions in connection with the disposal of land, timber, etc., as returned to the department by its agents from whom monthly returns are received, which have to be carefully examined previously to the entries from them being made in the books. Many assignments in connection with these transactions are also received; and these documents have likewise to be carefully examined and registered. All patents for Indian lands, and leases of similar lands, and licenses to cut timber on Indian reserves and lands, are prepared in this branch. The duties discharged by the branch are of a varied character, requiring the exercise of sound judgment on the part of the officer in charge, and of much precision and close application on the part of all employed therein.

4th. The Correspondence Branch contains six clerks; Mr. A. N. McNeill, a clerk of the first class, being in charge. The remainder of the staff consists of one second class clerk, three clerks of the third class, and a person who was brought from the Indian Office at Regina, and who is not paid from the Civil Government appropriation; his salary being paid from the appropriation for Indian purposes in Manitoba and the North-West Territories. The general correspondence despatched from the department is prepared in this branch. The work involved in connection therewith is very heavy; the correspondence of the department having more than doubled since 1882.

5th. The Registry Branch consists of five clerks. Mr. Samuel Stewart is in charge of this branch; he holds the rank of a second class clerk; but he has been recommended for promotion to the first class. The other clerks in the branch are, one of the second class, and three of the third class. The duties of this branch comprise the dealing, in the first place, with all letters received by the department, by registering, docketing and distributing the same to the various branches or officers for action. This branch takes charge of all papers when the necessary action has been taken thereon, by filing them away until they are again wanted. There are two registers kept, in which are entered particulars of the contents of the letters and other documents received. In one of these books descriptions of the letters and papers received relative to Indian matters in the older provinces are entered. In the other book, similar epitomes of the documents received respecting Indian matters in Manitoba, Keewatin, the portion of Ontario formerly known as the "disputed territory," the North-West Territories and British Columbia are recorded. In these books is also charged the itinerary of each letter and document through the departments. One clerk is in charge of each of these books. All searches for papers required in regard to past transactions are made by the officers of this branch; and as many of the records are of very ancient date, and matters are constantly coming up requiring reference to some of these old documents, much labour is involved in prosecuting these searches to say nothing of the work of obtaining daily, at any moment they are called for, files for the various branches and offices of the department.

6th. The School Supply and Statistical Branch consists of two clerks. Mr. John McGirr a clerk of the first class being in charge; his assistant is a third-class clerk. The duties of this branch comprise *inter alia* the careful examination and checking of all returns relating to Indian schools, supplies issued to Indians and statistics respecting Indians; and reporting the result of such examinations, also the preparation of all requi-

sitions on the Printing and Stationery Department, for the stationery and printing required for the inside and outside services of the department, as well as for the books and material needed at the various Indian schools; the careful checking and reduction when advisable of the requisitions received from agents for such articles; the preparation of the tabular statements of statistics regarding population, schools, etc., annually printed with the report of the Department of Indian Affairs; the examination of all poll books of the election of Indian chiefs and councillors; the issue every autumn of blankets to the various Indian agencies in Ontario and Quebec, for aged, sick and infirm Indians; the examination and reporting on the returns made by the agents, of their distribution of the same.

Besides the officers composing the staffs of the various branches of the department, there are several officers not specially attached to any particular branch;—the following is a statement respecting them:—

1. Mr. Robert Sinclair, the chief clerk, who, as before stated, is likewise the accountant of the department. This officer's duties consist of supervising generally the operations of the different branches, more especially those of the accountant's branch. He also acts for the deputy head of the department when he is absent, and he at all times attends to the routine work of the department for the deputy. 2. A. Dingman is the Inspector of Indian Agencies and Reserves in the older provinces. This officer holds the rank of a first class clerk. His headquarters are at Ottawa, but the greater part of his time is employed in visiting the agencies and reserves when matters requiring investigation render a visit from an officer of the department advisable. 3. There are two stenographers and a type-writer attached immediately to the office of the deputy head. The senior stenographer, Mr. J. A. J. McKenna, is a clerk of the second class; and the assistant stenographer and the type-writer are third class clerks. 4. The Superintendent General's private secretary is an officer of the outside service of the department, having before his removal to Ottawa been attached to the office at Regina of the Indian Commissioner for Manitoba and the North-West Territories. This officer's salary, with the exception of the amount he receives as private secretary, viz \$600 per annum, is paid from the appropriation for "general expenses" for Indians of Manitoba and the North-West Territories. The amount received by him from the latter source is \$1,800 per annum. Mr. McGirr has a type-writer to assist him, who holds the rank of a third class clerk. 5. The French translator, Mr. J. V. DeBoucherville, holds the rank of a second class clerk. 6. There are two third class clerks in charge of the indices of letters, &c., received and dispatched. 7. There are three messengers, two of whom are permanent, the third temporary although he has been employed for several years. The difficulty in making this man permanent consists in the fact that he would, if so appointed, have to commence at \$300 per annum, the minimum salary of a messenger, whereas he receives as a temporary employé \$1 per diem, and, being a married man he could not live on the minimum salary of a permanent messenger. He is an excellent man, faithful and efficient in the discharge of his duties, and the department has therefore hesitated to replace him by appointing another in his place. 8. There is also a packer employed by the department. The Deputy Minister of Justice holds, as regards the Department of Indian Affairs, the position of solicitor, for which he receives a salary of \$400 per annum.

The method employed in the Department of Indian Affairs for the collection and deposit of public money, requires that where there are banking facilities all money to be paid to the department in connection with transactions had with it, shall be deposited in a chartered bank of Canada to the credit of the Minister of Finance and Receiver General on account of Indian funds, and the bank deposits receipts and draft forwarded to the Indian agent for the locality where the transaction in connection with which the deposit was made, took place. In localities where there are no banking facilities, payments are made direct to the Indian agent in connection with whose agency the money is payable. But agents receiving money in this way are required either to forward the same, by registered letter to the nearest chartered bank for deposit in the names of the payers to the credit of the Minister of Finance and Receiver General on account of

Indian funds, or, where this would involve too great delay, the cash is forwarded direct to headquarters and deposited on receipt in the usual way. When an agent receives cash, he issues a numbered receipt to the payer, the duplicate of which is attached to a certified copy of his cash book, which is forwarded monthly to the department. These papers after examination are sent to the Auditor General. The various agents of the department account at the end of each month, on forms of return supplied them for the purpose, for all moneys received by them during the month. Full particulars in respect to each payment are given in these returns, and accompanying the same are the bank deposit receipts and drafts. If no money has been received by an agent during the month, he forwards a blank form of return with the word "Nil" written across it. Notifications are mailed from headquarters to all parties in arrear in which they are informed of the amount overdue and called on to pay up. These notices are sent on the anniversary of the sale of the land, in the case of each party.

1653. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure of this department is necessarily regulated for the most part by the wants as they arise of the Indians of the various provinces, districts and territories, of the Dominion. It is therefore necessarily fluctuating. The heaviest expenditure is of course in the North-West Territories. In the provinces, excepting perhaps British Columbia, and in the district of Keewatin, the amounts annually expended are more uniform, and the objects for which the expenditures made are less varied than in the North-West Territories. The general principle laid down by the department is that gratuitous assistance shall not be given to able-bodied Indians, excepting under very extraordinary circumstances, but that eleemosynary aid shall be limited to aged, sick and widows too old and orphans too young to support themselves. While this is the general principle on which the officers of the department are required to act, it has not been found possible to apply the same, but in part, to some of the Indians in the North-West, although in the case of a very large number of the bands in that section it is fully acted upon, and all agents are required to inculcate the principle in the minds of the Indian that "if a man will not work, neither shall he eat," and to see that it is carried out as far as possible. Unless under very exceptional and unforeseen circumstances the expenditure in each province and in the North-West Territories is limited to the amounts of the Parliamentary appropriations, and it is kept as much under the amounts thereof as circumstances will admit of being done. Vouchers for all supplies delivered under contract, showing quantities, descriptions and prices of the same, and certified by the receiving officer that the supplies were delivered in good shape and were equal to sample or in accordance with the specifications thereof contained in the contract, the same being approved of or countersigned by the superior officer or the receiving officer, must be received by the department before payment for any supplies will be made. In the event of no contract having been made, as for instance, when supplies have been purchased for the relief of cases of distress such as those previously described, vouchers containing full particulars of the articles, quantities, prices, and for whom and why the purchases were made, are required. No agent has any discretionary power with reference to expenditure. He must obtain authority from the department for any action involving the expenditure of public funds, thus the expenditure is directly under the control of the department. Payments are made upon certified vouchers, in which the agents are required to state that the material has been received or the work performed, as the case may be, and that the charges are fair and just, and no voucher is payable which does not bear this certificate. All vouchers for beef issued in the North-West Territories are accompanied by legal declarations, setting forth the quantity of beef delivered, and the quantity issued which must agree with the vouchers and with the next proceeding affidavit. All payments of cash to Indians for annuity or interest money, are declared to be correct by affidavits of the agents and paying clerks.

1654. What system of purchase is adopted by your department?—In the older provinces and in British Columbia where the assistance given is limited for the most part to sick, aged and infirm Indians and widows and orphans, the amounts expended in each agency are comparatively small, and the agencies scattered, purchases of certain staple

articles of food and clothing previously authorized by the department are made by the agents as the supplies are required, at the cheapest rates at which articles of sufficiently good quality can be purchased. In the Province of Manitoba, District of Keewatin, that part of Ontario formerly known as the "disputed territory" and the North West Territories where the expenditure in purchasing supplies is largest, tenders are invited by public advertisement for the supplies to be delivered, in so far as all other points outside of the North-West Territories are concerned, at the various Indian agencies; and for points in the Territories at Regina, where the department has a large store house from which the supplies are transported to the agencies whereat they are required. Contracts based upon the most economical terms obtainable are then made after the tenders have been submitted to a rigid examination and reported upon. When an agent finds it necessary to purchase supplies of any kind not covered by contract, he must first report the circumstances which seem to him sufficient to render such action necessary, and obtain the sanction of his superior officer, and when forwarding the voucher for payment he must certify that the prices are fair and just, and the supplies were of good quality, and have been received in the quantities charged for. Purchases are therefore either regulated by contract or by the direct authority of the department.

1655. What is the system followed in the issue and receipt of stores?--The supplies when delivered are examined by the receiving officer, who at an Indian agency would be the agent, and at Regina the storekeeper, who is an officer attached to the Indian office at that place. Should the supplies be equal to sample or correspond with the specifications contained in the contract, as the case may be, they are taken over and weighed or counted according to the nature of the supplies, in order to ascertain the exact quantity or number of articles delivered, and a voucher accompanied by a receipt describing the goods and the price of the same, as per contract rates, is forwarded to the Indian Commissioner for the North-West Territories; if the supplies were delivered at any agency in the Territories, or if delivered at the Regina storehouse where they are for the most part deliverable, or to the Inspector of Indian Agencies and Reserves at Winnipeg, if the goods were delivered at an agency in Manitoba, Keewatin or in the at one time "disputed territory." Should the articles, when inspected prove to be inferior to sample, or not up to the specifications as stated in the contract, the agent rejects them, if the quantity of the same article on hand or other circumstances will admit of this being done without risk of suffering ensuing, and if the supplies have to be taken over, the difference of value after having been carefully computed between those delivered and those contracted for deducted from the price charged by the contractor. Supplies of food are issued to some of the Indians in the North-West Territories (where alone a regular ration system prevails) on the production by the Indian head of a family of a ration ticket which must previously have been filled up by the agent with the exact number of members in the Indian's family. Books of record of these tickets are kept at the agency, and the issuer of rations enters in a book all issues made by him, and these entries are checked by the agent, and subsequently by the Inspector of Indian Agencies and Reserves, who reports the result to the Indian Commissioner for the North-West Territories, who afterwards transmits the reports to the department with his remarks thereon. In the Manitoba superintendency, which embraces the Indians of Manitoba, Keewatin and that portion of the north-western part of Ontario formerly known as the "disputed territory" rations are not issued regularly to the Indians indiscriminately, but relief is given occasionally in the shape of food to the aged, sick and such like mendicants as the circumstances of each case appear to the agent to warrant. And the Inspector of Indian Agencies and Reserves, who is also the officer in charge of this superintendency, examines into the issues made, when he makes his annual inspection. At each agency in this superintendency, where supplies are kept and issued in such cases as those before described, a complete set of store books is kept showing the receipt and issue of each pound of food, and if implements are issued to whom and why. These books must balance with the quantities on hand, as ascertained by the Inspector when he makes his visit to the agency.

1656. How are contracts generally awarded in your department?—Contracts in the Department of Indian Affairs are invariably awarded, other things being equal, to the lowest tenderers.

1657. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisite, and, if so, please state particulars?—No official of the department at headquarters is in receipt of any additional allowance or perquisite, excepting the private secretary of the Superintendent General of Indian Affairs, who in addition to his salary of \$1,800, as a clerk in the outside service of the department, receives \$600 per annum as secretary.

1658. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—It would be possible, in my opinion, to reduce the expenditure on account of the inside service of the department without impairing its efficiency, (1) by retiring one clerk in the Accountant's Branch who holds the rank of first-class clerk, and receives \$1,475 per annum, and appointing a third class clerk in his stead who had passed in book-keeping; (2) by retiring a second class clerk in receipt of \$1,400 per annum and appointing a third class clerk who shall have passed in the optional subject of French translation, and who could do the translating required by the department, combined with the performances of additional duties which an active, intelligent man would have plenty of time to attend to besides translating; (3) a second class clerk in the Correspondence Branch, whose salary is \$1,400 per annum, might also be retired with advantage to the service, as he is not always steady in his habits, having been suspended during the past year for over-indulgence in intoxicants, and consequent incapability to discharge his duties properly; and on previous occasions similar treatment had to be meted out to him for the same cause. He is, moreover, extremely careless in the execution of his work. This man might, with advantage, be replaced by the appointment of a second class clerk at the minimum salary; (4) There is also in the same branch the clerk to whom I have referred in a previous part of this report as having been brought from the Regina Indian Office, who might also be removed with advantage to the service and replaced by a third class clerk. He receives \$900 per annum. (5) A third class clerk in the Land and Timber Branch, who has attained to the maximum salary of his class, viz., \$1,000, might also, with advantage, be superannuated, and replaced by a third-class clerk at the minimum salary. The course of the third-class clerk last referred to has not been satisfactory. At one time he was very unsteady in his habits, and was repeatedly under discipline in consequence. He apparently somewhat reformed in this respect, but his frequent absences from the department, the late hour at which he frequently arrives, and the discharge generally by him of his duties render his services unsatisfactory. (6) There is also a second class clerk in the Registrar's Branch of the Department whose salary is \$1,400 per annum, who might, with advantage to the service, be retired and replaced by a third class clerk. He has on several occasions received lengthened leaves of absence owing to heart affection, combined at times with attacks of rheumatism, from which he suffers periodically, and his attendance at the office is very uncertain at most times. He is, moreover, well up in years, and I think could be retired with propriety. The above described officials, owing to bad habits in some cases, carelessness or indifference, or lack of industry in others, and ill health in the last case referred to, do not render satisfactory service for the salaries paid them, and their work could be better done by good clerks at lower salaries.

1659. In your department have any abuses prevailed in connection with the supervision of payments?—No abuses have prevailed in the Department of Indian Affairs in connection with the supervision of payments.

1660. Have you any suggestions to make with a view to possible amendments of the Audit Act?—The provisions of the Audit Act are found to work very satisfactorily as regards the revenue and expenditure of this department, and I am not aware of any amendments to that Act, in so far as the Department of Indian Affairs is concerned being desirable.

1661. What do you think about the salaries which are paid to deputies? Should the salaries be uniform?—I think it should depend very much upon the deputy's duties. It is well known that some deputy heads of the departments have very laborious positions to fill, requiring the exercise of much responsibility as well as of their minds in shaping the policy to be followed by the department in respect to matters coming under its special direction, whereas other deputy heads have very light positions and comparatively little responsibility connected with them.

1662. Do you think there should be a minimum salary to be paid to a deputy head?—Yes, I think so.

1663. What rate would you place it at?—I should think the present minimum was about right.

1664. What do you think the maximum should be?—I do not think \$4,000 is an extravagant maximum at all.

1665. Do you think it should be increased in certain cases?—I think so.

1666. What do you think is the utmost to which it should be increased?—I have never given that point consideration, but I should think that \$5,000 would be the most that should be given in any case.

1667. Then you would recommend the payments to be between \$3,200 and \$5,000 according to the work?—Yes.

1668. Would you make provision for any increase for length of service in regard to deputy heads?—No, I do not believe much in these increases for length of service. I believe they have been a great weakness to the Government. This annual increment given every year for instance, I believe the proper way is to take the actual value of a man's services and pay him what he is worth.

1669. Your idea of what is to be paid to a deputy head is analogous as respects the salary paid to a judge that is it should be fixed and unchangeable?—Yes.

1670. How many chief clerks have you?—Only one.

1671. Do you think any more are necessary?—I think the officer in charge of the technical branch ought to be a chief clerk but I am not aware of its being necessary. Perhaps the Inspector of Indian Agencies and Reserves would be entitled to that position. He has a great deal of responsibility.

1672. Do you think it desirable to have a limitation in the number of first-class clerks in each department?—I should say it would be.

1673. And do you think they should have distinctive duties?—Yes.

1674. It appears from your statement that there are certain first-class clerks in your department who are performing inferior work?—Yes, there are some of them who are not performing work equal to their grade certainly, but I think that the duties of most of them are sufficiently important to entitle them to the rank of first class.

1675. Did those who you say are doing inferior work obtain their position by length of service?—That was taken into consideration to some extent.

1676. Do you think the increment of salary to all first-class clerks should be alike or that there should be a difference in the various departments or in the various classes?—I think there should be a difference. I am quite opposed to this uniform system of increment or to length of service entitling a man to it.

1677. In regard to second class clerks, do you think the number should be limited?—I think so.

1678. And do you think their duties should be also distinctive?—I think so, as far as possible.

1679. Did you mention whether any of your second-class clerks are doing third class clerks' work?—I do not know that I did specially, but I can recall one or two instances in which I think that, owing to circumstances, a second class clerk is not performing as important duties as he was at the time he was made a second class clerk. You may remember that I spoke of the senior stenographer of the department who, through his eye sight failing, had to take a position in another branch where he would not suffer so much.

1680. Do you think the increments should be alike to all second class clerks of all departments and all classes?—No, I do not think so. I think it should depend upon the quantity of work a man does and the nature of the work done by him, whether his salary is increased or not and to what extent.

1681. Are new appointments made in your department through requisition from the several heads of branches, or from your own observation, or at the desire of the head of the department?—I think in the Department of Indian Affairs, the appointments have been made as the work necessitated. Of course it would be brought under my attention by the heads of branches, but I would enquire into it myself personally and through the chief clerk, and, as necessity arises for adding to the staff, a recommendation is made to the Minister.

1682. It has not happened then, that your staff has been increased when you did not think yourself it should be increased?—No, not at all.

1683. Do you think it desirable that the deputy head should have the power to suspend?—I certainly think so.

1684. Would you have any objection to give us a comparative statement showing your present organization and its cost and such a theoretical organization as, with your experience, you would think best for carrying on the work of the department, and its cost?—I will do so.

The theoretical organization of the Department of Indian Affairs was, in common with that of the other departments of the public service, fixed by Order in Council of the 13th of March, 1883, the number of possible employees of all ranks being limited thereby to forty, and the number of branches into which the department was divided to three, viz., the accounts, the correspondence and the lands branches. Since that date however, numerous unavoidable changes—owing to the exigencies of the service—have taken place in the staff, the actual number of which is now forty-eight, and the theoretical organization of 1883 no longer represents correctly either the personnel of the department or the various branches into which it has been found necessary to divide it.

The following comparative statement shows the organization of the department, theoretically in 1883 and actually in 1891, and the several branches which it has been found necessary to add to those of which it was composed at the former date:—

1883.	1891.
1 Deputy head.	1 Deputy head.
1 Shorthand writer.... 2nd class	1 Shorthand writer.... 2nd class
	1 " " 3rd "
	1 Typewriter..... 3rd "

Accounts Branch.

1 Accountant..... Chief clerk	1 Accountant..... Chief clerk
3 Clerks..... 2nd class	2 Clerks..... 1st class
10 Clerks..... 3rd "	3 " " 2nd "
	5 " " 3rd "

Lands and Timber Branch.

1 Clerk..... 1st class	1 Clerk..... 1st class
1 Draughtsman..... 1st "	
2 Clerks..... 2nd "	1 Clerk..... 2nd class
5 " " 3rd "	5 " " 3rd "

Correspondence Branch.

2 Inspectors..... 1st class	1 Inspector..... 1st class
1 Clerk..... 2nd "	1 Clerk..... 1st "
9 " " 3rd "	1 " " 2nd "
	4 " " 3rd "

1883.	1891.
<i>Messengers.</i>	
1 Caretaker.	3 Messengers.
2 Messengers.	
<i>Technical Branch.</i>	
None.	1 Surveyor and draughts- man 1st class
	1 Surveyor and draughts- man..... 2nd class
	1 Surveyor and draughts- man 3rd class
<i>Registry Branch.</i>	
None.	1 Clerk 1st class
	1 " 2nd "
	4 " 3rd "
<i>School, Statistical and Supply Branch.</i>	
None.	1 Clerk 1st class
	1 " 3rd "
	1 Packer.
<i>Index Branch.</i>	
None.	2 Clerks 3rd class
	1 Translator 2nd "
	1 Typewriter 3rd "
Total 40	Total 48
Present cost of service.....	\$49,087.50

It would appear from the foregoing that a theoretical reorganization of the department on a basis which will provide for possible expansion during the next decade has become necessary, and as it is probable that the business of the department will be largely increased within the next ten years, owing to greater efforts being put forth to further advance the Indians of Manitoba, the North-West Territories and British Columbia in civilization, by increasing the facilities for educating and training them in the knowledge of industries, and owing to the probable subdivision of reserves and occupation by the Indians of land in severalty, the probable sale of the surplus lands, timber and mineral on the various reserves in those parts, and consequent funding of the proceeds for their benefit. I have the honour to submit for consideration the following theoretical organization of the department:—

1 Deputy head.	
1 Shorthand writer.....	1st class.
1 "	2nd "
1 Type writer.....	3rd "
1 Secretary.....	Chief Clerk

Account Branch.

1 Accountant.....	1st class.
1 Clerk.....	1st "
5 Clerks.....	2nd "
5 "	3rd "

Correspondence Branch.

2 Inspectors.....	1st class.
1 Clerk.....	1st "
2 Clerks.....	2nd "
4 "	3rd "

Lands and Timber Branch.

2 Clerks.....	1st class.
2 ".....	2nd "
4 ".....	3rd "

Technical Branch.

1 Chief surveyor and draughtsman.....	Chief Clerk
2 Surveyors and draughtsmen.....	1st class.
1 ".....	2nd "

Registry Branch.

1 Clerk.....	1st class.
2 Clerks.....	2nd "
5 ".....	3rd "

School, Statistical and Supply Branch.

1 Clerk.....	1st class.
1 ".....	3rd "
1 Packer.	

Index Branch.

1 Clerk.....	2nd class.
1 ".....	3rd "
1 Translator.....	3rd "
1 Type-writer.....	3rd "
1 Private secretary for Minister.	
1 Solicitor.	
3 Messengers	

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Recapitulation.

- 1 Deputy head.
- 1 Secretary, chief clerk.
- 1 Technical officer, chief clerk.
- 11 First-class clerks.
- 15 Second-class clerks.
- 23 Third-class clerks.
- 1 Private secretary to the Superintendent General.
- 1 Solicitor.
- 1 Packer.
- 3 Messengers.

58

Estimated cost of staff as re-organized, placing the salaries at the maximum of each class.....\$75,400

This does not necessarily represent the amount which would be actually incurred, but the sum of cost involved were the maximum salary in each case to be eventually attained under the provisions of the Civil Service Act.

1685. Virtually from 1882 to 1891 you have increased the number of your employees, permanent and extra, from 23 to 54?—Yes.

1686. No new provinces have been admitted during that period into the Dominion?—No.

1687. And you have the same number of Indians?—Yes.

1688. You say the increase is owing to the development of industrial schools and other works in connection with the development of the Indians?—Yes, owing to the expansion of the work in the North-West Territories, Manitoba, British Columbia and

in what was formerly known as the "disputed territory," a good many agencies have been created within that period.

1689. Do you think your staff is not sufficient to cope with any further development amongst the Indians?—I think it may be said to be sufficient. It might be necessary to add perhaps a few to the staff but not many.

1690. You have increased your permanent staff?—Those increases have taken place since the Civil Service Act came in force.

1691. Did they all pass the Civil Service Examination?—All the permanent clerks.

1692. Did any of them fail at an examination and have a subsequent trial before they were permanently appointed?—I think some of them did. I know of one or two instances, and there may be others that I do not remember.

1693. You say that in two cases second-class clerks were suspended for bad habits?—Yes.

1694. They were not removed?—No.

1695. Have you got them still in your employ?—Yes.

1696. Is there any reason that you know of why they were not removed—are they kept there by political influence?—No, I do not know that they are. I think that all that was recommended to be done in their case was to suspend them, and that was acted on. There was one case, though, in which a man was dismissed not very long ago, during the past year.

1697. In one or two cases you have withheld the annual increments?—Yes.

1698. Have you afterwards recommended the increments of these people from whom you withheld them?—Yes, when they showed there were doing better.

1699. Then the misconduct was sufficient to justify withholding the increment, but not sufficient to justify the dismissal?—No, or it might possibly have been sufficient, but they were not recommended to be dismissed.

1700. You say in these cases the clerks were suspended?—Yes.

1701. Was there any dereliction of duty after the suspension?—In the case of one there was.

1702. And yet he is kept on?—Well, it was after the lapse of some years, and the previous suspension had had that effect upon him that it had caused a reformation in a way up to the date of his subsequent outbreak, and then he was suspended again.

1703. And after that suspension was there any breach of conduct again?—I should have added that he was taken back on the understanding that, if there should be a breach again, he should go, he should be dismissed. I myself sent him a written document to that effect, that he would be allowed to resume his duties on this occasion, but if it occurred again he would lose his place.

1704. And that you intend to act upon?—Yes.

1705. You mentioned one officer, the assistant accountant, who, after promotion, turned out to be incapable?—Yes.

1706. Have you withheld his statutory increase?—Yes.

1707. You did not think you were justified in recommending that his promotion should be cancelled and that he should revert to his former class?—I have not yet. I have thought of making such a recommendation, but I have not yet made it or come to the conclusion to do so, but I stopped his increase of salary.

1708. He is virtually a second-class clerk at present, acting under a junior in standing?—Yes.

1709. Because, not only was he found inefficient but careless?—Yes.

1710. There was worse than inefficiency; there was a sort of carelessness which is always wilful?—I do not know that it could be said to be wilful. I am afraid that the man is involuntarily given to carelessness and he used to loaf about a great deal, going into offices and gossiping, and all that kind of thing. He did not exercise the supervision over the work with which he was intrusted that he should have done, and the result was serious errors and delays, and at last he had to be superseded. We bore with him as long as possible.

1711. And yet he is still in the service?—Yes.

1712. There is no defect of supervision in the department?—None whatever. Mr. Sinclair, the chief clerk, is an excellent man for that sort of thing. He keeps everything thoroughly under his eye.

1713. The extra clerks are necessary from the magnitude of the service?—Yes, from the amount of work.

1714. Have you at any time had political pressure put upon you to employ such and such a man?—Do you mean by Members of Parliament?

1715. Yes, and Ministers?—No, I cannot say I have had political pressure brought to bear on me directly in that matter, but men have been put upon us when we wanted extra assistance who proved to be not the men we required.

1716. What do you do with them then?—I mean they have to be taught everything, and we have to bear with them until they learn how to do the work.

1717. You comply with the Act and make the requisition and trust to luck as to whom you get?—The Minister makes the selection. I have nothing to do with the selection of the candidate.

1718. But in all cases the service of an extra clerk was necessary and you made the requisition?—Yes.

1719. Sometimes you were disappointed at the result?—At the person they sent.

1720. There is no machinery now by which a department requiring an extra clerk can get one from a department where the supply of extra clerks is abundant?—I never heard of any.

1721. Every department is an *imperium in imperio*?—Yes, just so.

1722. Do you think it desirable that the Civil Service Board, if constituted as you recommend, should have a list of clerks who could be drawn upon when required?—Yes, I think so.

1723. So that any deputy head, when he found he had more clerks than he wanted, could report them so that they might be drafted off to any department where they were wanted?—Yes. Supernumeraries, so to speak.

1724. Is it a fact that an inefficient temporary clerk is kept and made the best use of instead of being dismissed?—Yes, that is generally the case.

1725. You have two or three times referred to officers employed at headquarters being charged against appropriations for Indians in Manitoba and the North-West Territories?—Yes.

1726. You said that once a transfer was effected from the outside service without your knowledge?—Yes, I was absent at the time. When I came back I found him there.

1727. Was that transfer made departmentally or by Order in Council?—Departmentally.

1728. Is it true that it could not be effectual because the man was above the age?—Legally he could not be appointed because he was above 35.

1729. But he remains here charged to the North-West appropriation?—Yes.

1730. Does he get an allowance while he is here?—No, nothing further than his salary.

1731. In the last year's Auditor General's report it appears that living allowances were paid to two or three, one for 166 days down here at Ottawa. Was that necessary in the interest of the service?—Mr. Nelson was until the early part of this spring attached to the Commissioner's office at Regina. By Order in Council, however, he was transferred to headquarters at Ottawa and he now is one of the staff at headquarters. Living allowance was made to him before the Order in Council was passed, when he was still attached to the Indian office at Regina. He was obliged to come here to do certain work and was given his living allowance. Now he does not get it.

1732. He was here for six months at \$6.00 a day pay, with \$3.50 living allowance?—Yes.

1733. It appears that one of your officers, the inspector drew over \$1,600 last year for travelling expenses?—Yes, that is Mr. Dingman.

1734. Does he draw the same allowance wherever he goes, whether to Brantford or Tyendinaga or anywhere else?—Yes.

1735. He draws the same living allowance as you would draw if you went to Montreal?—Yes.

1736. Do you consider he should be paid in that way?—No, I think he should be paid according to where he goes.

1737. And according to his rank?—Yes.

1738. In the Finance Department an inspector is paid \$2 a day when he goes to certain places?—We endeavoured to reduce this allowance and it was reduced for a while, but there was a great outcry about it and the old system was reverted to.

1739. Was political pressure brought upon you?—I think it must have been brought to bear, but not on me.

1740. This case has frequently been before the Public Accounts Committee?—Yes.

1741. And despite all that and the enquiries made into the matter, you have reverted to the old system?—Yes.

1742. What is the Indian population in the North-West Territories in round numbers?—In round numbers I should say about 25,000.

1743. In recent meetings of the Public Accounts Committee, enquiries were made about the travelling expenses of your inspectors there?—Yes.

1744. Are the allowances of McGibbon, Wadsworth and Hayter Reed granted for all the time?—No, while travelling.

1745. When they are at their residences?—No.

1746. Are not the Indian agents supplied with rations?—Yes.

1747. Is not this virtually an extra allowance to them?—Yes, it is virtually an addition to their salary. Of course the Indian Commissioner and Inspector when visiting an agency have to give a little present sometimes to the officer with whom they stop.

1748. And the school inspectors, Mr. McRae and Mr. Betournay, have the same privileges?—Yes.

1749. And these four inspectors get these additions to their salaries as allowances when they are staying at the houses of the resident agents?—Yes.

1750. And what does that allowance amount to?—\$3.50 a day when they are absent, and they are absent most of the time.

1751. You recommend that all officers should be scheduled under the Civil Service Act, whether they are in the outside service or not?—Yes.

1752. In order to bring them under the control of the department?—Yes.

1753. Do the outside service participate in the benefits of the Superannuation Act?—I think that it is regulated by the Governor in Council.

1754. But as a matter of fact?—Most of ours are under it.

1755. You have an idea that all your officers should be under the Superannuation Act?—I think so.

1756. You have frequently reported to that effect in individual cases?—Yes.

1757. You say the goods delivered under contract are inspected and found equal to sample?—Yes.

1758. Have you officers to do that work?—Yes, the agent gives his opinion, and then the inspector, when he reaches the point, re-inspects the goods and pronounces upon them.

1759. Do the tenders include the cost of transport and delivery at the places named?—Yes.

1760. How many Indian farms have you in the North-West Territories?—At present the farmer instructor has really no farm of his own. At first he had, but we stopped that. There was too much time taken up in looking after his own farm, and we found it better to make him look after the Indians on their farms. They are still called Indian farms more for convenience than anything else. We have about 26 of them.

1761. With all these 26 farms you still buy large quantities of flour and other stuff?—Yes, but I am glad to say that in a good many instances the Indians—and especially during the last season when the crop was very bountiful—have been able to raise enough grain to make flour for themselves for the year.

1762. In the way of breadstuffs the farms have become self-sustaining?—Yes, the Indians have become so to that extent.

1763. How are the Indian agents appointed?—By Order in Council.

1764. On the nomination of the head of the department?—On his recommendation.

1765. There is no examination or test of competency or anything of that kind brought into requisition?—No further than that they have to show that they know how to farm. They have to satisfy the head of the department that they are farmers and have been brought up to farming, and also that they are respectable men.

1766. Do politics intervene?—Well, of course, that must be the case under the present system.

1767. In addition to their salaries they have the perquisites attached to living at the farm, with fuel and light and rations?—Yes.

1768. What salaries do you pay them generally besides their perquisites?—The salaries vary. I think the most that is given is \$700 a year and the least about \$500.

1769. That is to the farmers?—Yes.

1770. But the agents?—The agents get from \$1,000 to \$1,200.

1771. Besides the perquisites?—Yes.

1772. Your department and the mounted police buy in a great measure the same supplies, beef and bacon and tea and other things?—Yes.

1773. Do you act in concert?—No, we do not.

1774. Do you sometimes oppose each other in calling for tenders?—No; they are called for at different times. The police do not advertise for tenders at the same time that we do.

1775. Why was the Regina office instituted?—I do not know why that office was specially instituted, unless it was that Regina having been made the capital of the North-West Territories, it was thought best to put the Indian Office there along with the other public offices; but the object of creating the office of Indian Commissioner for the North-West Territories was that it was considered necessary, because at that time the Indians were in a very wild state, and it was thought that some person, some head-man, should move among them and should endeavour to assure them of the good will of the Government, and in fact should try to keep them in good humour. I remember very well that at the time Sir John Macdonald was very much put about to find a man for that position, and it was offered to several who would not take it, and at last Mr. Dewdney was selected. He was then a member of the House of Commons, and he was sent up there more as a general supervisor of Indian affairs in the North-West, to move about among the Indians, and that subsequently developed into the establishment of an office for the commissioner and the appointment of a staff in connection with his office.

1776. Was that office not in a great measure instituted because there was no railway there at the time and it was far from headquarters?—It was on the latter account and for the reason before stated.

1777. Have not circumstances so changed that that office might be abolished?—I think so.

1778. And the expenditure last year on that office was \$47,000; it has been from \$45,000 to \$50,000 a year?—Yes.

1779. While a commissioner may be necessary, the enormous staff there is not now so necessary?—My own idea is that the work in the North-West could be almost, if not quite, as effectively done through inspectors, if you have reliable men as inspectors, moving about among the different agencies, and that the agents might communicate direct with the department. That is my impression; of course in the first place it was absolutely necessary to have a commissioner up there, but in the present position of matters I do not see the necessity. It just duplicates the work and the expense.

1780. Do not the payments made at Regina come through the banks?—Yes.

1781. The mounted police pay here after examination, and it is stated that in your department the payments are made through the banks after examination at Regina, and then they are checked here—that is the duplication to which you refer?—Yes, but all payments are not made at Regina through the banks. It is only in some cases. In the majority of cases the vouchers are sent here direct, but in a case of emergency, where the money cannot be waited for until the department has forwarded the cheque, discretionary power is given to the commissioner to pay if he is quite sure that the services were rendered or the goods were furnished: as the case may be.

1782. How do you manage to recover moneys that the department here would think were improperly paid?—I do not know that we have ever had any instances of that kind. As a rule, as I said, the vouchers are sent here and examined before the accounts are paid, and the circumstances are exceptional when the other course is taken; so the commissioner is generally very sure of his reasons for paying, and I do not know that the department has had reason to take exception to his action in any of these matters. I do not remember any.

1783. Your percentage allowed to the department for sales of Indian lands is 10 per cent on land and 6 per cent on timber?—I think it is 10 per cent all round.

1784. When lands will in future be sold in the North-West and in British Columbia will that percentage apply?—Yes.

1785. In the Indian Act there are many offences for which penalties are imposed. Do your agents kept a sharp look-out to get the penalties?—Yes, they are imposed in connection with trespasses.

1786. Do you get much money in that way? Not a very great deal, because parties have got now to understand that they cannot trespass without being punished as a rule.

1787. Do your agents collect any moneys for anything at all?—Yes.

1788. Does the man who collects also give a receipt?—There are numbered receipts. These numbers are consecutive, and these receipts are issued in duplicate. The original is given to the payer, and the other is sent to the Auditor General, and we keep count of of the numbers, and then, on the anniversary of each man's purchase of land, if he has not paid in full for his land we notify him direct from the department that there is so much due: so, if the agent has received money which he had not accounted for, the payer has it in his power to correct our statement at once and there is very little chance of mistakes being made.

1789. The agents know that, and know that the embezzlement would be disclosed?—Yes.

1790. Notwithstanding that, have any losses occurred?—Yes. On Manitoulin Island there was an agent who embezzled a considerable amount of money. He gave bogus receipts, but that was before we had introduced this system of checking.

1791. You have not had any defalcations since?—No, in fact it seems almost impossible for a defalcation to take place without our knowing it very soon.

1792. No extra clerks in your department received any extra pay beyond his per diem allowance?—No.

1793. You take a vote for Indian reserve surveys in British Columbia?—Yes.

1794. That has been going on for many years?—Yes, and the surveys have been going on for a number of years also.

1795. Are they nearly finished?—I think they are, except in the country which is as yet untouched by the Reserve Commissioner, and that comprises a large part of the northern portion of British Columbia, what is known as the Babine districts. He has not touched that yet.

1796. These are reserves set aside for the Indians?—Yes.

1797. Have any of their lands been sold?—No, none of them have been sold. On the Songhees reserve near Victoria, some have been held for lease.

1798. Why, with all this expenditure going on for so many years, has nothing been realized?—The reserves in British Columbia are generally small and limited to the wants of the Indians.

1799. They are for occupation and not for sale?—Yes. There is no treaty with the British Columbia Indians, and we are not bound to give them any fixed quantity of land but only what is necessary.

1800. Is there no conflict or difference of opinion with the British Columbia Government as to these lands?—No, that was arranged some years ago; all the lands in British Columbia set apart for the Indians being subject to approval of the chief commissioner of lands and works, on behalf of the Local Government, and of the visiting Indian superintendent for British Columbia, on behalf of the Dominion Government.

1801. There are no lands set apart in British Columbia for the Indians as there are in other provinces?—There is no fixed quantity.

1802. But a defined locality has been put aside, or there would be no survey?—The plan the commissioner pursues, under direction from the department and with the concurrence of the British Columbia Government, is to visit each band of Indians and to ascertain from the chief or chiefs of the band where they want the land situated, and to meet their views as far as possible.

1803. Should not British Columbia pay its share of that survey?—They never have. In British Columbia before it entered into Confederation the Indians were given limited reserves, and, when British Columbia became part of the Dominion, it was represented that these quantities of land were quite insufficient for the Indians; and the Imperial Government, I think, intervened on behalf of the Indians, and then an arrangement was come to—this arrangement which I have already spoken of—between the Dominion and the Province that suitable quantities of land should be located.

1804. The Provincial Government contended that these lands in British Columbia were not for sale but were simply for occupation, and, if you sell them they go back to the Provincial treasury?—Yes, and without special legislation we cannot dispose of any reserve in British Columbia, that is legislation by the Province.

1805. It is necessary for your purposes that your reserves should be surveyed and defined?—Yes, and all kinds of complications would arise between settlers and Indians if the bounds were not settled.

1806. As to Manitoba and the North-West Territories the grant for annuities in 1890 was \$138,000. Those annuities are payable under treaties?—Yes.

1807. How do you ascertain whether an Indian may not be paid his annuity twice?—We had a great deal of difficulty at first, in the early days of the North-West, but now that difficulty has to a great extent been surmounted by the agents being stationed in the locality and becoming acquainted with the Indians individually.

1808. Is not one Indian very much like another?—They are all numbered. Each payee has a number on the pay-list and has a ticket which shows the number in his family, and he has to present that ticket, and if he comes again he must have the same ticket.

1809. Might not he have two or three tickets?—No; it is impossible, because the agent has his number.

1810. If there are 175 men in a band, you do not pay more than 175 though one may be personated?—No.

1811. For agricultural implements, from 1881-2 to 1889-90, that is nine years, you have expended \$248,000, or \$27,000 a year on the average. Is not that quite sufficient to start your 26 farms?—Yes; I should say so.

1812. Had you any notion that so much had been spent?—No, I had not indeed. These implements were not issued to the farms, but to Indians on the reserves as they settle down, and the reason why the amount is about the same for each year is that the issues of implements were kept as even as possible, that is that they were distributed to deserving families and to Indians who desired to enter into the practice of agriculture.

1813. They are not for the farm instructors?—No; the farms have been put an end to, and the farmers have now to expend their efforts on and impart instruction and information to the Indians with a view to make farmers of them.

1814. Do the treaties provide for the supply of agricultural implements?—All of them do, but the quantity has been largely exceeded owing to the Indians having to

take to agriculture as a rule, instead of supporting themselves, as they did before by hunting.

1815. However, in four years the expenditure has decreased from \$40,000 to \$29,000 and then to \$20,000, and then to \$13,000—it is decreasing each year?—Yes.

1816. Then it will come down to some normal point?—We hope so.

1817. Have you any idea what the normal amount will be under the treaties?—That has been always fixed by the supply and demand, that is to say, by the number of families settling down. Of course when they are self-supporting they will not require any such grant or very few of them will require much. The treaties require a certain number of agricultural implements to be supplied to each family, but Indians who have hitherto been supporting themselves by hunting and fishing are in many cases coming in and constantly settling down to agriculture. The game is falling off and so is the fishing. There is no doubt that the quantity of agricultural implements that we were obliged to supply under treaties has been more than quadrupled.

1818. But that is a question of policy?—Yes.

1819. There has been no occasion to keep inventories of these implements?—Yes; in Manitoba they have been kept most particularly. Whatever may have been the system in the North-West in the past, lists are now kept of the implements and of the Indians who receive them.

1820. The same would apply to the cattle you supplied in the same period?—Yes.

1821. And the same in general applies to the seed grain, which cost \$141,000 in the nine years? Yes. Of course every year expenditure on this account is becoming less necessary, that is provided the season has been a favourable one, and the crops have been bountiful on the different reserves, but in case of a failure of crops we have to buy seed grain for them.

1822. Do you think you have been getting any return in the way of bettering the condition of the Indians?—I think the transformation that has taken place in the Indians of the North-West in such a comparatively short term of years is perfectly marvellous. They have now developed into a partially agricultural people, and I have no doubt, if the same system is observed and the same energy displayed in leading them on eventually they will become self-supporting. From a moral and social point of view, the effect upon them is most salutary. They are becoming civilized and domesticated, and we hear gratifying accounts of the progress of civilization in their homes and in the places in which they live, and so on, which shows that the policy pursued has been highly successful.

1823. How do they house themselves?—They are encouraged to do that themselves as far as possible.

1824. And do they occupy the same sort of houses as the ordinary immigrant?—Yes; to a great extent and they are improving in the style of their houses.

1825. In supplies to the destitute Indians you have spent over \$4,000,000 in the nine years. It has decreased from \$563,000 to \$352,000? Is there any further process of decrease?—Yes; I think there is every probability of our being able every year to make an important decrease in the item for the support of our Indians.

1826. Until you hope to come to the same condition as in regard to the Indians of Ontario, that there shall be no such thing as destitute able-bodied Indians at all?—That is what we aim at. Of course, the decrease is necessarily gradual.

1827. The expenditure on industrial schools must of necessity increase as the country develops and you bring the children to school?—Yes.

1828. That has only been going on for about seven years?—Yes.

1829. And it has increased from \$12,000 to \$100,000?—Yes.

1830. That will be a great item of increase?—I hope so.

1831. In regard to the item of farming instructors and wages on which you spent \$339,000 in nine years, that would be on the Indian farms?—Of late years we have adopted the policy that the energies of the farmers should be given not to their own home farms, but that they should see after the Indian farms.

1832. That will decrease?—Yes; I hope so.

1833. In the Province of Quebec the Indians have splendid reserves, in Oka and Caughnawaga, and so on, but they keep their nomadic habits?—It is very remarkable that the same tribe of Indians in Ontario, the Iroquois, are remarkable for their industry and enterprise in farming. We have the same tribe of Indians on the Six Nation reserve and in Tyendinaga, and they have some capital farms.

1834. Do you find a family that settles down to farming, driven perhaps from mere want, will stick to it, that there is that characteristic which we find in civilised nations to stick to an occupation?—I think so, as far as my experience goes. The son seems to succeed his father in farming and goes on in the same way. No doubt sometimes they give it up, but as a general rule I think they are very persistent and very tenacious as to their land rights.

1835. On farm maintenance you have expended nearly a quarter of a million in nine years. It has decreased from \$37,000 to \$19,000. That is because you have abandoned the system of farms?—Yes; to some extent, and we have also cut down the salaries and employed Indian labour.

1836. The general expenditure has increased from \$89,000 to \$171,000, and you have spent \$1,341,000 in nine years. Have you anything to say on that?—That is really an expenditure on maintenance in the North-West Territories. It includes the expenditure on all the Indian agencies and on the Commissioner's Office at Regina. Of course many changes have taken place. We have established many Indian agencies that had no existence at all in 1882, and of course the expenses were increased proportionately.

1837. Your salaries for agents and school teachers are over \$200,000. Could not some of the agencies be amalgamated?—I do not think so. I think that the agencies are distributed probably as well as they could be. It does not do to have an agent over a number of bands of Indians living far apart. It is well that the agent should have his Indians well in hand under close supervision.

1838. How many different tribes have you in the North-West?—There are the Blackfeet, which comprise three branches—the Blackfeet proper, the Bloods and the Piegiens. Then there are the Sarcees, the Crees, which is I suppose the most numerous of all; and there are the Assiniboines or Sioux, and also the Stoneys and the Sauteux, who live under Treaty No. 3 in what was called the disputed territory.

1839. Are these various tribes far apart?—The reserves they occupy are pretty generally I think in the country they formerly occupied as hunting grounds, and the lines of their hunting grounds are to their minds very distinct. The Blackfeet are in the southern part of Alberta. The Crees are in Assiniboia and the Saskatchewan District and the northern part of Alberta. The Stoneys are comparatively a small tribe. They live out towards the Rocky Mountains. They hunt in the mountains.

1840. Do they migrate now as they did formerly?—No, they do not, because the system of reserves prevents them, but many of them are given to going about a good deal, going to see their friends and relatives even across the line, extending their visits to the United States.

1841. In addition to your expenditure, your department is trustee for between three and four millions of money for the Indians?—Yes.

1842. The ultimate aim is to sell all the land and capitalize the product and make it self-sustaining?—All that is not required by the Indians.

1843. You are a large expending department in reference to these destitute Indians? Have you any reason to believe that any of your officials have ever received any commission on account of any supplies being rendered?—We have had no direct evidence of it. Of course we have had suspicion, but whether well founded or not I cannot say. I do not think we have had any direct evidence of anything of the kind such as officials conniving with contractors. I have never known of a single case.

1844. You say you had suspicions—did you make enquiries?—Yes, but further than rumour I could never get anything more definite. It was the impression. That is in reference to the Indian service in the North-West.

1845. That would be in regard to passing stores at short quantities or stores that were not up to the contract?—Yes, or as to the delivery of inferior goods. I have heard it rumoured that it was not at all unusual for the contractors to send a present to an agent before he sent his supplies, but further than rumour we have never been able to fix the guilt upon anyone. To a great extent now the receipt of supplies is taken out of the hands of agents in the North-West and sent to the office in Regina, and a responsible officer, an inspector, examines them there.

1846. What do you pay him?—\$2,200 a year. He connects that duty with his ordinary duty of inspector of Indian reserves and agencies, and he is appointed to this duty by reason of his experience in business matters.

1847. He is from Montreal?—Yes.

1848. He was in the Commissariat in the rebellion?—Yes.

1849. He has sufficient salary to keep him honest—there is no temptation for him to go astray?—He is a reliable man in every way.

1850. What are the chief things you furnish the destitute Indians with—are they food or clothing?—Suitable articles—beef, bacon and flour.

1851. And clothing of a certain description?—Yes.

1852. For instance you have 701,000 lbs. of beef supplied to the Blood Indians?—Yes. Those Indians who are in the southern part of Alberta have to be regularly rationed. They are the least civilized and the most warlike of the Indians, and we have to handle them very tenderly. They are not as advanced as the Crees. The missionaries have not worked among them as among the Crees and they have not been brought so much in contact with white men. In early years the Hudson Bay Company were afraid to establish agencies among the Blackfeet, they were so warlike.

1853. You think you got fairly good provisions for your Indians?—Yes, I do not think under our system it is possible for dishonest conduct to be carried on without being discovered.

1854. Do you get the beef from the ranches?—Yes, we get it from the contractors, who get it from the ranches.

1855. Something the same as the Mounted Police?—Yes. Sometimes we have the same contractors, and every month our agent has to take an oath that the beef has been butchered according to contract.

1856. Generally you think you will be able to reduce your estimate for Manitoba and the North-West as time goes on?—Yes; we hope so, and we are endeavouring to do so as fast as we can.

1857. Will you tell us the extent to which there are perquisites which are enjoyed by the Indian agents in the North-West?—They have a house free, to start with.

1858. Furnished?—No, not furnished, but free of rent, and they receive rations, light and fuel.

1859. According to the number of their families?—Yes, we have a regular scale of allowances.

1860. An agent with ten children will receive more than one with five children?—Yes.

1861. Though his salary may be the same?—We do not ration any children over 16 years of age.

1862. What is your view as to whether that is a good system to pay by salaries and perquisites?—I think it would be preferable to give a man a stated salary, but there is this to be said that the supplies are all under the hands of the agent, and it becomes a question whether it would not be possible that he would help himself to the rations as well as getting a big salary, whereas now we allow him the rations and give him a less salary. At the same time, he would, of course, have to garble his accounts and his statements so that that should be undetected.

1863. Are they limited to a given quantity of rations, oil for instance?—They are limited as to the aggregate quantity. A given quantity is contracted for and delivered, and they have to make the best of it. Now, on an Indian reserve, where an agent has the management of stores, there is generally a storekeeper, and there must be collusion

between the two to commit any fraud. The average yearly cost of these rations is about \$80 or \$90 a head. It would depend a great deal upon the number in a man's family.

1864. If he had five in his family, it would be from \$400 to \$450 a year? The rations are only for the employee, his wife and younger children. The system of rations only came into force four or five years ago, and that was because it was thought that a man might misuse the stores under his control.

1865. What is the general distance from one agent to the other? It would be very hard to say.

1866. You might give a minimum and maximum? I suppose, the nearest agents to one another would be between 30 and 40 miles, and the maximum distance would probably be from 200 to 300 miles.

Mr. JOHN LOWE, Deputy Minister of Agriculture, was examined :—

1867. How long have you been Deputy Minister of Agriculture?—I was appointed to assist the deputy, and have been acting deputy for I forget the number of years. I think my appointment as deputy was in 1887, but I have had about twenty years experience in the department.

1868. Give the number and cost of permanent staff at Ottawa, of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882, and also in 1891?—The following is a schedule :—

1881-1882.	No. of clerks.	Cost.
Permanent staff.....	36	\$34,105 44
1 appointed Feb., 1882.		
4 do June, 1882.		

— *Temporary.*

Contingencies—

17 employed for varying periods equal to		
4 continuously employed at \$1.28 a day.	4	2,346 27
Immigration.....	6	2,633 75
Census 70.		
Less 4 appointed to permanent staff and		
included above.....	66	38,118 75
	112	\$77,204 21

1890-91.

Permanent staff.....	50	\$52,813 25
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Temporary.

Contingencies.....	18	9,482 14
Various appropriations (exclusive of Census).	24	14,869 37
10 employed for varying periods equal to 2		
continuously employed.....	2	1,014 47
Census.....	92	5,960 95
	186	\$84,140 18

1869. How should the Board of Civil Service Examiners be constituted, and what should be their powers? Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the

maximum and minimum ages should be?—I group these two questions together, for the reason that any answer to the first in order, is affected by considerations in relation to the second.

If the duties of the Board of Civil Service Examiners are simply to determine the number of marks of candidates for preliminary, qualifying or promotion examinations, the subsequent selection being determined by the Minister, and the appointment or promotion being made by Order in Council, as at present, I do not see any objection to the constitution of the present examining board. But if all appointments are to be made strictly as a result of competitive examination, power of appointment being thereby taken away from the Ministers responsible to Parliament, and from the Privy Council, political selection being thereby eliminated, the question of a Civil Service Board, in touch with the work of the several departments would come to be an object of important consideration for the well-working of such a system. I do not think that a competitive examination, which would simply give an educational test, would necessarily make the best selection for the performance of all kinds of clerical duties, nor do I think that such a test could be at all made to answer unless the competitive examinations had relation to the nature of duties for which appointments might be desired. For appointments so made it would be necessary to have a probationary provision with a well understood power of removal vested in a non-political board. The proceeding in relation to a removal being enquiry and decision by such board moved by report from the department in which the appointment had been made.

I have always seen difficulties in the way of application of the competitive system to our Civil Service. But it is plain that it would remove the widespread complaint of political favouritism and the evils arising from that; and that it would relieve Ministers of a patronage which in most cases is of doubtful advantage and always very troublesome. It might give with the restrictions I have above indicated an effective service.

As respects ages in appointments of ordinary clerks, I do not see any amendment to make to the provisions of the present Civil Service Act, but I think it is important that there should be the right to make appointments for special and technical attainments, without respect to age or examination, in well defined cases. The definitions required should be of such special nature as to exclude merely general statements, which have been often conveniently used under *a*, *b* and *c* clauses of section 37 of the Civil Service Act.

1870. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I do not think that, under our system of responsibility to Parliament for all governmental acts, the provision which places the sole power in a department, in the hands of the Minister, can be altered; and in view of this fact I think the present form of appointment of deputies is sufficient. The term "during pleasure" is limited by section 11 of the Civil Service Act, by requiring the "reasons" for a removal to be laid before Parliament during the first 15 days of the session. As defined by the statute, the deputy is simply subject to the directions of the Minister, his duties include the overseeing and direction of the officers, clerks and employees of the department. There was formerly a Civil Service Board, composed of deputy heads, but it fell through, for the reason that it had no power to do anything; and I think that even the power of recommendation for appointments or promotions, as provided by the Civil Service Act, cannot, under our system, be independently exercised by the deputy apart from the Minister, except at the cost of creating a false position. A Minister controls selections and recommendations for appointments to a greater degree than might appear from merely reading the sections of the Civil Service Act.

If competitive appointments and promotions should be introduced to the extent of entirely eliminating political influence in such matters it would be desirable to have an independent Civil Service Board to which should be referred all questions and appeals arising. And, if following the analogy of the old Civil Service Board, deputy heads from their intimate knowledge of the duties and work required in their respective departments, should be selected to form such Board, it would be necessary by express

statutory provisions to define and make their powers independent in relation to such particular duties.

1871. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than a third?—I think the present divisions of the Civil Service into temporary, probationary, third, second, first and chief clerks, is satisfactory. The system which formerly prevailed of grading the several classes into junior and senior, did not, in my opinion, offer any particular advantages. I think it would be well that we should have, the same as in England, a writer class outside of the Civil Government class, in which the promotion runs to the highest grades, of which the maximum salary should be \$1,000 per annum, without any provision for promotion into the regular Civil Service. I do not by this statement desire to imply that there should be a bar placed to prevent any member of the proposed special class from entry to the Civil Service proper; but only that the candidate should be in the same position as others as respects entry by the way of the qualifying or competitive examination, by the forms prescribed. This class would be substantially the same thing as the present extra clerks, with a more satisfactory definition. I do not think the present maximum salary of \$1,000 for a third-class clerk too high, but that it is greatly important that there should be no legal disability to appointment in this class at a higher salary than the minimum of \$400. So far as my observation has gone the operation of this statutory provision has worked evil.

1872. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Yes. If appointments are made competitive, the optionals should be made to tell in relation to the particular duties for which the examination is made. But if the question relates simply to a general qualifying examination, as under the present law, I think that all optionals should count in increasing the minimum salary on appointment.

1873. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—The recommendations for increases of salary are always made in the Department of Agriculture on the fact of regular performance of duty, but the incidents in the cases of those recommended for promotion are by no means equal. The statutory increase is withheld in cases in which conduct and performance of duties have not been satisfactory.

1874. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—It is well that increments of salaries should be made on a fixed day; but not that there should be a day fixed for all clerks to receive increases, for the reason that it is important to be able to offer rewards for special merit and ability as an incentive. Any provision that has the effect of destroying incentive is in my opinion evil in principle whatever may be its convenience as respects resisting importunity; and the difficulty of making the next man believe that he is not as good as one who has received recognition.

1875. Should there be general preliminary examinations for all departments, or should there be special preliminary examination for each department?—I think that as respects the preliminary examination it should be general for all the departments, and that it should consist of an education test.

1876. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—The selection of all appointments in the Department of Agriculture is made by the Minister. This has been the invariable rule for many years past. I have not as deputy had occasion to report against any clerk appointed on probation.

1877. What is the practice in your department in regard to the appointments of persons having professional or technical qualification and have you ever had any examination held in any such case?—There have been appointments in the Department of Agriculture for special and technical qualifications without any examination under the provisions of the Civil Service Act; and with advantage to the public service.

1878. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—My opinion is unfavourable to the promotion examination, for the reason that the department itself is the best and only adequate judge of those who should be promoted, and of the reasons for which they should be.

1879. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions in the Department of Agriculture have not been confined to cases in which vacancies were to be filled. Vacancies have been sometimes created for the purpose of promoting a clerk to a higher class, with advantage to the service.

1880. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see the use of attempting to make such an estimate. It cannot always be done. Vacancies and requirements may occur which cannot be foreseen.

1881. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—If promotion examinations are held to be necessary I do not think that any number of general education marks obtained by a candidate would necessarily be the best guide to determine the choice. It might be other in relation to a carefully framed duties paper, which would probably exclude all candidates not having intimate acquaintance with the duties of the particular office. I think the report of the head of the department, based on the recommendation of the deputy head, would be the safest guide to determine the decision for a promotion.

1882. Should not promotions be made by Orders in Council?—The present Civil Service Act does not require a promotion to be made by Order in Council, but in practice an Order in Council is always passed for a promotion. I think the Minister and the deputy are the best judges in each case of promotion in their department, and therefore, that it would be well they should have the responsibility of the action under well defined conditions and limits.

1883. Did the head of the department ever reject any man who has been promoted?—The head of the Department of Agriculture has never rejected any man who has been promoted. No promotion has ever been made except on his report to Council.

1884. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No officer in the Department of Agriculture has turned out to be incapable after promotion. No promotion has ever been recommended in the absence of previous and very often prolonged and careful consideration.

1885. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No.

1886. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent in the case of any candidate in your department seeking promotion?—No.

1887. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—I understand this question to relate to exchanges from one department to another, and I think it would be well that such exchanges should follow the analogy of appointments or promotions; in so far as reports of the deputy heads are concerned. An exchange from another department to this department took place some time ago on my report, sanctioned by the Minister. The permanent head of the department (the Auditor General), from which the transfer was made, was officially notified of the intention to apply for it, before the actual official step to ask for it was made. I think it is right that the deputy head of a department from which a transfer is made should be consulted before any action is taken. I think that the desire or aspiration or particular aptitude of the official proposed to be transferred is a factor to be taken into consideration, and I think the present provision of the Civil Service Act

that no such transfer shall be made and an increase of salary at the same time allowed, is unduly restrictive.

1888. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Not in the Department of Agriculture.

1889. Should the temporary clerk or writer class be extended, or limited or abolished?—This class has been found to be very useful in the Department of Agriculture, and necessary in some of its branches: the census for instance. It is some times useful on occasions of temporary pressure of work to be able to employ extra assistance, without at the same time putting such temporary assistants on the permanent Civil Government staff, with all the responsibilities and increases which that implies.

1890. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class?—I have before, in substance, answered these questions in this paper. I think it is well that we should have a writer or extra class, specially recognized, as in England, the entry to which should not be considered a step to the permanent Civil Government service, by simple promotion; but I think there should be no disability to any members of this class getting into the regular service by the use of the same means open to others. In other words service in this class should not be a bar to any competitive or other examination. I think \$1,000 should be the maximum pay of such a class, without a fixed minimum entry pay, and that increases of pay should not be determined by number of years of service, but by competency. I agree with a recently published statement of Sir Lyon Playfair, which shows that the principle of incentive is vital for the efficiency of any service. He said in substance that in the absence of such, he would not have been heard of in the Imperial Civil Service. He referred to a period anterior to the competitive system when Sir Robert Peel was minister and recognized his ability by promoting him for special merits. I think that the providing of an incentive is necessary to stimulate the exertion which leads to the highest efficiency; and I believe such a result cannot be obtained without incentive. I have fully considered the argument on the other side, based on the claims of influence and importunity, and especially when such are brought to bear on an outside appointing power, not having immediate superintendence of the work done, nor thoroughly understanding the details of the circumstances in which it is done. The Census Branch of the Department of Agriculture has recently afforded a striking proof of this position.

1891. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—It has been in the past an evil of the regular service that clerks entering into it have been able to attain to high salaries by mere efflux of time. If there were a simple writer class, in addition to a strictly limited Civil Service staff, with the maximum salary stated, such salary might be considered fair when compared with pay for similar clerical services in public institutions or ordinary mercantile houses. Such class might receive many candidates who would be glad to get in it and thus relieve the pressure on the limited Civil Service staff. As regards a boy copyist class, I do not see any special reason to introduce youths or boys of less age than that prescribed in the Civil Service Act; but at whatever age the boy or writer entered he should be paid in accordance with his worth.

1892. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—From the reports of the officers in charge of branches, such reports having relation to the pressure of work.

1893. Do you invariably select from the list of passed candidates, if not, are enquiries made as to the fitness of persons who are on such lists?—It is the Minister, as I have previously stated, who makes the selection of all candidates for appointment. Enquiries are made if such are on the list, but the fitness or otherwise of other persons whose names are on the list is not known to the department.

1894. Have you any women clerks employed in your department? Are they generally efficient and are there any branches in your department in which women clerks could be exclusively employed?—Yes, we have women clerks in several of the divisions of the department. They are generally efficient. We have and have had women clerks

exclusively employed in the compilation of statistics, with the result of the work being well done; and in the Census women clerks and men clerks are divided into compartments with the result that the work from the women's branch shows very favourably. Some of the most efficient correspondence clerks whom we have and have had in the department are and have been women, possessing the accomplishments of rapid and accurate shorthand and type-writing. There are others with quickness and accuracy in figures.

1895. Should there be a general provision for equal leave of absence for all classes or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—A fixed limit of leave of absence as provided by the Act, is a convenience of administration, but there are clearly cases in which the head of the department, with or without the recommendation of the deputy, or the necessary sanction of the Governor in Council, might with advantage, grant a longer term than the limit of three weeks fixed by the Act, such longer term to have always relation to departmental requirements, the particular duties of the applicant, and the circumstance of the application. I think the extra clerks should follow the analogy of the regular staff as respects leave of absence. An extra clerk who has been ten or fourteen years in the service cannot be considered to be in the same position as any workman or labourer employed to do a limited specific work by the day. In this department the engagement of extra clerks has been for the period of service required, either defined or undefined as to limit of time, at a rate of pay of so much per day, these words being used to indicate the scale of salary or payment allowed rather than as specific engagement by the day, for one or more days.

1896. Should not leave of absence be compulsory?—There is nothing in this department which I see to call for any particular compulsory leave of absence.

1897. Has the business of your department suffered, and to what extent through the granting of leave of absence to officers on account of sickness or otherwise?—The business of this department cannot be said to have suffered through the granting of leaves of absence or on account of absences from sickness. There may at times have been inconvenience which we have, however, been able to meet. In some branches of the department the staff is so weak as not to permit of leave of absence. The Registrar of Copyrights, Trade Marks, Industrial Designs and Timber Marks, for instance, has not been afforded a leave of absence for some years back, for the reason of want of assistance in his office, sufficiently technically qualified to take his place, and in the Examining Division of the Patent Branch any absences of the present examiners would be likely to cause delay which sometimes creates impatience on the part of applicants for patents. Mr. Richard Pope, the Deputy Commissioner of Patents, can particularly inform you under this head. The service of this department might with advantage be strengthened in the particulars I have mentioned.

1898. In your department have any abuse prevailed as to the granting of leave of absence?—None as to any leave of absence. There have at times been more or less long absences owing to duly certificated cases of sickness.

1899. Should there be a system of fines for small offences?—I think the practice of suspension and stoppage of pay thereupon a sufficient fine for such.

1900. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—I feel a difficulty in answering this question in the form of statement of a principle. I think the action in any given case should entirely depend on facts and circumstances.

1901. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I think that competency to perform required duties should be well shown before any appointment is made to the permanent Civil Service, and particularly, under a system of appointments by competitive examination. The requirement would be sufficiently met by probationary appointment with a well understood power of removal in cases of incompetence.

1902. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The

law is strictly observed in this department in regard to the attendance book. All the officers and clerks sign it except the private secretary to the Minister, whose hours are understood to be the Minister's convenience, and these as a rule generally include more than the ordinary hours of the Civil Service attendance. As a rule the attendance is regular. Remonstrance according to circumstances is made in exceptional cases, and there has been no call in the department for more than this.

1903. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—My chief objection to the present Civil Service Act is that some of its provisions prevent the entry into the service of clerks of the third class who might be usefully and well employed, but who would not enter at a salary of \$400; and that its restrictive provisions which tend to establish an unexceptional uniformity, are destructive to individual incentive.

1904. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—The business of the department has been carried on, but difficulties have been found in the appointment to the service of some of the extra clerks for the reasons before stated.

1905. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act; and have as a consequence the duties in your department or of any branch or any officer of your department been varied?—The character of the services in this department has not changed since 1882, but the augmentation of work has been very great, and has required increase of staff.

1906. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits are ineligible for retention in the service? No appointments were ever made in this department of persons of known bad habits or of defects existing at the time of their appointment; or of persons inefficient from advanced age. We have in individual cases had reason to complain of absences of clerks caused by illness, arising from bad habits; and in the lowest grade of the service we have had two removals for cause of inefficiency arising from bad habits, by means of superannuation, the place in one case not being refilled. Extra clerks who have not been found sufficiently efficient have not been retained.

1907. Are the number of persons employed in your department out of proportion to the increase of work?—No. In some branches it is the other way.

1908. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—The work of the department has increased beyond the capacity of the permanent staff employed. Such increase has led to the employment for lengthened periods of temporary clerks. The rate of remuneration for such has been increased from time to time, but some of the more able and efficient of the temporary clerks should in my opinion have increase in their present pay; and some of them should be placed on the regular staff at their present rate of pay. As respect augmentation of work of the department, it can be shown in figures as respects the patents branch and the copyright, trade marks, &c., division. I submit the following comparative statement relating to the years in which I have been asked to furnish particulars of the staff of the department:—

COPYRIGHTS, Trade Marks, Industrial Designs and Timber Marks.

Years.	Copyrights.	Copyrights certificates.	Trade Marks.	Certificates of Trade Marks.	Industrial Designs.	Certificates of Industrial Designs.	Timber Marks.	Certificates of Timber Marks.	Assignments.	Fees.
1882	224	87	160	160	45	45	21	21	64	\$4,956 40
1890	688	222	293	293	68	68	21	21	104	9,876 38
1891										9,236 96

The abstract of details for 1891 in this division is not yet compiled, but the amount of fees received is given :—

PATENT OFFICE.

Years.	Applications for patents.	Caveats filed.	Assignments recorded.	Patents granted.	Fees received.
1882	2,296	198	955	2,137	\$55,854 79
1891	3,233	316	1,231	2,343	77,723 63

The number of applications for patents complete and allowed but not granted for want of models is 773. This number may be added to the total. The requirement by law of filing the model before the grant of patent was not enforced in 1882. I cannot furnish similar particulars respecting other divisions of the department. But I can state there is the fact of large augmentation of work.

1909. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—I have found the rules in relation to rates of pay sometimes restrictive to the extent of embarrassment, and I have to make the same remark in reference to recognizing the appointments of some of the extra clerks.

1910. Have you any suggestion to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—If the system of admission to the service is selection by the Minister, with sanction by Order in Council, the only check is the good judgment of the Minister in the entry admissions. The alternative is the competitive system. I think as respects both, as before explained, a well understood power of removal in the event of inefficiency during probation would prove to be a most important check.

1911. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—Not in my opinion, in so far as the Department of Agriculture is concerned.

1912. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—I think the hours named are sufficiently long for continuous work. It is clear from the regulations which are

established by Order in Council that it was not intended these working hours should include subtraction of an hour for lunch, as such by the terms of the regulations is only to be granted exceptionally and on medical certificate. That hour being taken out, I think the addition of another hour after four would simply restore the equilibrium of the original intention without making very long hours for a day's work; and that such addition is necessary to meet the public expectation of the extent of work the Civil Service ought to render. I think, from the general disregard into which the regulation established by Order in Council, in relation to the lunch hour has fallen, that it would be better to have it understood there should be a vacant hour for lunch in the department in the middle of the day and a corresponding addition of time from four until five. I may add particularly and exceptionally with respect to the Census compilation, that the present hour from half-past nine sharp, until four, with a general lunch hour subtracted, is sufficiently long for the steady grind of that work.

1913. Have any abuses prevailed in your department as to the length of the working hours?—No, in individual cases there have been irregularities which have been checked, but there is also a large amount of work done in over hours by the regular staff, for which no extra payment is made.

1914. Is it desirable that the officials should leave the department for luncheon?—If there had not been such a known general disregard to the existing regulation throughout all the departments I should say no, but in view of the actual facts I think the suggestion above made of allowing an hour in the middle of the day and adding an hour after four will meet the case.

1915. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—All the officers in the Department do not leave for lunch, and there is an understood (but it is not a fixed rule in all the offices) that those who do leave should do so between different hours. The deputy minister and the secretary of this department (officers in general call for enquiries) never leave for lunch; and the deputy and the clerks of his staff stay until half-past five and six o'clock. One hour is the length of understood time for luncheon.

1916. Do you take care to ascertain that the length of service recorded in the Civil Service list is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Care is taken to ascertain the fact of length of service for recording in the Civil Service List. This is based on the declaration of each official written in a bordereau. We do not examine documents for the purpose of this list. We do not rely on the Civil Service list in reports to Council for superannuations. In such cases we always refer to all available documents.

1917. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I think the officials in the Department of Agriculture are generally well aware of the existence of the Treasury Board Minute referred to; and it has happened that the Minister has made remarks to officials in cases of supposed breach of this regulation; but the answer in such cases has been uniform that it was not the officials themselves who moved their friends to use political influence, but that it was purely and simply the zeal of political friends which was exercised in their favour without asking. The rule, for such reason, is practically a nullity as there can be nothing to prevent any member of the House expressing his views of his own motion in relation to any official. I think it is even ridiculous to attempt to prevent this practice under a system in which the ultimate power to appoint or promote is political.

1918. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—Both practices have prevailed in the Department of Agriculture. I think

a fixed allowance is preferable and substantially fair, especially for casual travelling expenses of officers of the inside service on departmental business. The amount should be fixed in relation to the rank of the officer in view of the actual fact of incidence of disbursements. The present Order in Council meets this point. I may add that differences have been made in this department between the rates allowed outside officials who are always travelling and the mere casual travel of inside officers.

1919. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate and to what extent?—An equal allowance is not made in the Department of Agriculture for the travelling expenses of all classes of officials. The maximum allowance of \$3.50 per day within the Dominion is paid to officers of the 1st class: the grade of allowance going down to \$1.50 a day: in some cases the payments being made on actual disbursements.

1920. In your opinion, is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise: What change, if any, would you propose as regards the officials of your department?—I consider a provision for superannuation is necessary in the interest of the public service for providing a means for the retirement of men in certain cases when they could not be, or at least would not be otherwise removed. I do not see any reason why the advantages of superannuation should not apply to all classes of permanent officials.

1921. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before annuity be granted?—Generally the requirement of the ten-year service is reasonable. But I can conceive exceptions.

1922. Do you consider as a rule the age of 60 years to be a proper age for retirement? Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to the age?—Sir Morell Mackenzie gave it as his opinion in a recent publication, that a man might be old at forty and young at eighty. I have personally known such to be the fact, in many instances, between the ages of forty and sixty. I, therefore, think that the rule of retirement of a public officer should rest on the fact of his vigour and efficiency. I think that retirement should take place for physical incapacity at any age over forty, without any limit upwards, the retirement to be dependent on the fact of individual efficiency.

1923. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—I think an official who finds himself incapacitated from infirmity might ask to retire at any age over 40, such to be dependent on consent and medical certificates without an absolute optional claim.

1924. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—I think the present provision of the Superannuation Act in this regard is based on substantial justice. If a man comes in the Civil Service after the age of 30 years with acquired information useful in the service, that such should be recognized. But I am aware there is an impression that the allowance of ten years has been far too freely used in the past. I think it would be better that the arrangement as to allowance of years in case of superannuation should be matter of agreement at the time of entering into the service and recorded in the appointing Order in Council.

1925. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—An additional term of years has not been added, in this department, to service for superannuation in the case of men who never did anything but clerical work. Six years were added to the retiring allowance of the late deputy minister for special professional qualifications and importance of services rendered. With this exception all additions to services have been withheld of late years in cases of applications for superannuation.

1926. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official or his representatives should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatement paid by them?—I consider, it better that there should be a deduction from salary for superannuation. My leisure has not served me to make the necessary calculations and enquiries to determine whether the present deduction is sufficient, or whether there should be a further percentage deducted. I, therefore, desire not now to furnish an answer to that portion of the question. I think that if no superannuation takes place through death or other causes that the family of the official should, if it could be made possible, be reimbursed deductions from salary, and if a scheme could be prepared and agreed on I do not see any reason why an annual superannuation allowance might not be commuted into a fixed payment.

1927. Would it be desirable to have a system of insurance in connection with superannuation?—If any scheme could be formulated to provide for insurance for the family of a deceased official, it would be highly advantageous.

1928. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—I think that when an official has paid for superannuation he has purchased a right to which he should be entitled in case of resignation or removal, unless the removal were for some disgraceful offence and after a trial in which the official had opportunity to defend himself.

1929. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No.

1930. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—I think that the question of such allowance should entirely depend on the fact or circumstances of claim. There might be reason if an office were abolished for economy, to make an allowance to the permanent incumbent.

1931. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and what age would you place the limit?—I consider the retention of such power to be very dubious. There might be occasions of superannuation for physical infirmity followed by complete restoration, in which it might be for the advantage of all parties concerned that the official should re-enter the service by arrangement; but if an official were superannuated and had undertaken some avocation or duties outside, to supplement his income derivable from superannuation, it might be a hardship for him to break that up, while the usefulness for the department might be very doubtful. I think, therefore, as a matter of fact that the retention of such a power as that indicated is of very little advantage to the Government.

1932. Are there any suggestions you would wish to offer with respect to the Superannuation Act or the working thereof?—My opinion is that a well-considered system of superannuation in all services, works economy; and that the actual cost to the Government of Canada for the amount for superannuation now paid cannot be considered simply in relation to such amount. In some cases salaries have fallen in which would have continued to be paid, and in many others the retired officials have been replaced by younger men at lower salaries.

1933. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch? What is the method employed in your department for the collection and deposit of public money?—Yes: the Department of Agriculture is divided into two main branches, the General and the Patent. Both of those branches are again subdivided into divisions.

The following is a schedule statement of the general branch containing generally the answer to the question as to names of the persons in charge of each branch and division, and the number of officials in the same. The duties of the several divisions are indicated by the names given :—

GENERAL BRANCH.

Deputy Minister's Office :—Staff, the deputy and four extra clerks, two of whom are shorthand and typewriters and one who also specially assists the Minister.

Correspondence division :—H. B. Small, secretary, in charge ; six clerks. This division includes Immigration, Quarantines, Cattle quarantines and transit of animals through Canada.

Accountant's division :—J. B. Lynch, accountant and inspector of agencies, in charge ; four clerks.

Copyright, Trade marks, &c., division :—J. B. Jackson, registrar, in charge ; two clerks.

Archives :—D. Brymner, archivist, in charge ; J. E. Marmette, A. Duff, A. Rose.

Statistics division :—George Johnson, statistician, in charge ; nine clerks.

Statistics division, Census subdivision :—Ninety-two special clerks.

The following is a list of the officials in the several divisions :—

Name.	Service.	Amount.
DEPUTY MINISTER'S OFFICE.		\$ cts.
John Lowe	Deputy	3,200 00
J. L. Payne	Temporary ; not employed during the session ; \$3 a day	1,095 00
Miss Fitzgerald	do \$2 a day	730 00
J. W. Hawley	do \$2 a day	730 00
L. H. Bonneville	do \$1.25 a day	456 25
Correspondence Division.		
H. B. Small	Secretary, Chief Clerk	2,225 00
A. J. Jarvis	1st Class Clerk	1,400 00
do	Private Secretary	600 00
C. W. C. Bate	3rd Class Clerk	600 00
L. D'Auray	2nd do	1,350 00
W. F. Boardman	2nd do	1,400 00
Miss C. Steacy	3rd do	562 50
J. C. Poper	3rd do	1,000 00
C. G. Rogers	Temporary ; \$2.50 a day	912 50
E. R. Dewhurst	do \$2.50 a day	912 50
L. A. Kingsmill	do \$1.50 a day	547 50
Copyright, Trade Marks, &c., Division.		
J. B. Jackson	Registrar, Chief Clerk	1,800 00
L. Copping	3rd Class Clerk	475 00
Miss Leyden	Temporary, \$50 a month	600 00
Accountant's Division.		
J. B. Lynch	Accountant and Inspector of Agencies	1,800 00
F. C. Chittick	Assistant Accountant and 3rd Class Clerk	700 00
E. Branner	Temporary, \$2 a day	730 00
Miss R. G. Ellis	do \$1.50 a day	547 50
Mrs. C. A. White	do \$1.50 a day	547 50

List of Officials, &c.—Continued.

Name.	Service.	Amount.
<i>Statistical Division.</i>		\$ cts.
Geo. Johnson.....	Statistician, Chief Clerk.....	2,400 00
E. H. St. Denis.....	Statistical Officer, 1st Class Clerk.....	1,400 00
S. C. D. Roper.....	do and Compiler of "Year Book," 3rd Class Clk.....	1,000 00
Mgr. C. Tanguay.....	2nd Class Clerk.....	1,400 00
N. Gravel.....	3rd do.....	780 00
J. Wilkins.....	3rd do.....	780 00
J. Skead.....	Temporary, \$2.50 a day.....	912 50
J. H. Hurteau.....	do 1.25 a day.....	456 25
R. E. Watts.....	do 2.00 a day.....	730 00
Miss Ross.....	do 1.25 a day.....	456 25
Miss Stuart.....	do 400 00 a year.....	400 00
J. Munro.....	do 1.25 a day.....	456 25
<i>Archives Division.</i>		
D. Brymner.....	Archivist, Chief Clerk.....	1,850 00
J. E. Marmette.....	1st Class Clerk.....	1,500 00
A. Duff.....	Temporary, \$2 a day.....	730 00
A. Rose.....	do \$1.25 a day.....	456 25
<i>Distribution and Stationery.</i>		
John Bollard.....	Temporary, \$50 a month.....	600 00
<i>Messengers and Packers.</i>		
A. Powell.....		330 00
J. Seyhan.....		330 00
J. Beaudoin.....		500 00
H. Pruneau.....		480 00
Wm. O'Keefe.....	Temporary, \$1 a day; not employed during session.....	365 00
M. Dadey.....	do \$25 a month.....	300 00
<i>PATENT OFFICE.</i>		
Richard Pope.....	Deputy Commissioner.....	2,800 00
<i>Cashier's Division.</i>		
W. J. Lynch.....	Cashier, 1st Class Clerk.....	1,550 00
J. Gleason.....	Temporary, \$1 a day.....	365 00
<i>Correspondence Division.</i>		
J. F. Dionne.....	1st Class Clerk.....	1,800 00
A. Leveque.....	2nd do.....	1,200 00
J. W. D. Verner.....	3rd do.....	950 00
W. J. Walsh.....	3rd do.....	550 00
W. C. Tremblay.....	3rd do.....	780 00
L. C. J. Veilleux.....	3rd do.....	487 50
Mrs. G. Bowden.....	Temporary; \$1.50 a day.....	547 50
Miss H. J. Hamilton.....	do \$400 a year.....	400 00
Miss F. S. Armstrong.....	do \$400 a year.....	400 00
<i>Examiners' Division.</i>		
T. McCabe.....	1st Class Clerk.....	1,400 00
H. H. Bailey.....	1st do.....	1,400 00

List of Officials, &c.—Continued.

Name.	Service.	Amount.
<i>Examiners' Division--Continued.</i>		\$ cts.
A. E. Caron.....	3rd Class Clerk.....	675 00
D. Côté.....	Messenger.....	500 00
J. Thompson.....	Temporary, \$50 a month.....	600 00
F. H. Morgan.....	do 50 a month.....	600 00
R. E. Armstrong.....	do 1.25 a day.....	456 25
<i>Records and Engrossing Division.</i>		
D. Routhier.....	1st Class Clerk.....	1,500 00
M. J. Morrison.....	3rd do.....	780 00
A. Desjardins.....	3rd do.....	675 00
Miss Reiffenstein.....	3rd do.....	700 00
H. Ross.....	Temporary, \$2.50 a day.....	912 50
T. B. Bassett.....	do 1.50 a day.....	547 50
J. Kilgallon.....	do 400 a year.....	400 00
Miss C. Dorion.....	do 1.50 a day.....	547 50
Mrs. E. Morency.....	do 1.25 a day.....	456 25
<i>Assignments Division.</i>		
J. H. Lyster.....	2nd Class Clerk.....	1,120 00
<i>Caveats Division.</i>		
H. Casgrain.....	1st Class Clerk.....	1,800 00
<i>Comparing Division.</i>		
W. Haight.....	3rd Class Clerk.....	950 00
E. Copping.....	3rd do.....	950 00
Geo. Bourret.....	Temporary, \$1.50 a day.....	547 50
V. Doran.....	do 1.00 a day.....	365 00
<i>Publication of "Patent Record."</i>		
A. Taché.....	3rd Class Clerk.....	900 00
M. W. Casey.....	Temporary, \$2.00 a day.....	730 00
N. Boissonault.....	do 1.25 a day.....	456 25
C. Judd.....	do 400 a year.....	400 00

The Patent Branch has always been considered autonomous in the sense of being distinct from other divisions of the Department. The Deputy Minister of Agriculture was formerly the Deputy Commissioner of Patents who had under him a chief clerk, the late Mr. Cambie, who exercised a general supervision over the branch; but on the death of Mr. Cambie, Mr. Richard Pope was appointed the Deputy Commissioner of Patents, by Act of Parliament, on July 1st, 1888. The chief clerkship in this branch was then dropped by action of Council, it having been considered that Mr. Pope, who, unlike the previous deputy commissioner, devoted his whole time to the branch, should combine with the deputy commissionership the duties of a chief clerkship. In the Patent Branch, the Act appointing Mr. Pope, assigns to him the duties of a deputy head. I, therefore, prefer to refer to him to furnish any details desired respecting this branch.

1934. Give a general idea of the method employed in controlling the expenditure of your department?—The controlling of the expenditure of the Department of Agri-

culture depends on the efficiency of its management through the branches and divisions above described.

1935. What system of purchase is adopted in your department?—There is now no purchasing except of petty contingencies by the inside service of the department. All other supplies are obtained by requisitions to the Public Works Department and the stationery office. The outside service quarantine stores are purchased by the medical superintendent for the Grosse Isle quarantine. A system of making such purchases which has been recently adopted, has been that of asking for tenders, on printed forms, which are sent to numbers of supplying firms.

1936. What is the system followed in the issue and receipt of stores?—The receiving of stationery, pamphlets and other printed matter, also models for the patent office &c., is in charge of Mr. John Bollard, an extra clerk. He has a book in which he enters receipts and keeps account of his distribution.

1937. How are contracts generally awarded in your department?—This department has no contracts.

1938. In addition to his salary is any official in your department in receipt of any additional allowance or perquisite, and if so, please state particulars?—No official of the inside service of this department is in receipt of any allowance or perquisite of any kind whatever. In the outside service some of the immigration agents and their assistants live in immigration buildings. In the Experimental Farm service, the chief officers have houses afforded to them, that of the director being furnished. But there are no other perquisites. Light, fuel and all supplies for the farms are individually purchased.

1939. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—No.

1940. In your department have any abuses prevailed in connection with the supervision of payments?—No.

1941. Have you any suggestions to make with a view to possible amendments of the Audit Act?—This is a very wide question and I should prefer to make a particular study before answering it, if my opinion is desired; but I may state generally although I am not sure that my suggestion would call for any alteration in the present Act, that I think in all cases the audit of all departmental accounts by the Auditor General should be after, and not before payment. The effect of an audit before payment by the Auditor General is in some measure to divide or detract from the initial responsibility of payment, and that, I think, wholly belongs to the Minister of the department making the payment, and not in any way to the Auditor General. I would carry this through all the classes of payment now sent to the Auditor General for previous approval.

1942. Have you paid any attention to the question of the salaries paid to the deputies? Do you think they ought to be all alike?—I think the salaries of the deputies should follow by analogy the salaries of the Ministers, and that the question of difference of responsibilities is a matter of opinion, and I have often heard conclusions given on premises that were not very well founded.

1943. On the analogy of the Ministers' salaries, you would consider that the deputies' salaries should all be the same?—Yes; I think so.

1944. How many chief clerks have you in your department?—The number is four.

1945. Have you more than are necessary?—I think not, and there is a question whether there should not be a chief clerk in the Patent Branch. It may be held that there should be, for the reason that if the present deputy commissioner of Patents, Mr. Pope, were for any reason to leave for any long time, there would be none of the clerks in the department with sufficient authority to perform his duties. But the present deputy commissioner has combined a chief clerk's duties with his.

1946. Are you of opinion that there should be a limitation in the number of first class clerks in each department?—Generally, my opinion is towards the limitation of positions with high salaries, and that a first class clerkship should always have relation to importance of duties. It has, in my opinion, been one of the evils of the service in the past that clerks, by mere efflux of time, have been enabled to get to high positions

in it and draw high salaries. It has happened to my knowledge that clerks have reached the rank of the first class simply from length of service, and we have had more efficiency in clerks who were very much their juniors.

1947. Possibly the same remark would apply to the number of second class clerks—you think they should also be limited in number?—I think so. In all cases I would make the class to have relation to the importance of the duty performed, and not to the mere fact of its being necessary to promote a clerk who had served a long time in the department.

1948. Would you submit a statement to us showing your present organization with the salaries paid, and a comparative statement showing what would be an ideal theoretical organization of your department, if you would commence anew, with the salaries moneyed out?—Yes; I will submit that statement.

1949. Generally, you are of opinion that first and second class clerks should have distinctive duties?—Yes.

1950. You stated that in your department there are clerks who have been promoted by efflux of time and who are doing inferior work?—There have been. I was speaking of the past rather than of the present. But this may be said as to some of the clerks of the higher grades now. They are not all equally efficient.

1951. Are you of opinion that the same increment of salary should apply to all first class clerks, or should there be any difference in the various divisions or departments?—I find the difficulty in answering that in relation to other departments. But in the Department of Agriculture, I think the rank of a first class clerkship should have a uniform salary attached to it.

1952. A uniform increment?—Yes.

1953. That is what you call the incentive?—Yes; but I do not think the increment should be given as a matter of course, but that the department for special duties should be able on a report to give a clerk, in some cases, special increases for reward of special merit and value of service.

1954. For merit?—Yes. I believe the effect of the introduction of that principle of incentive in the Census Service has developed efficiency and certainly has saved the country a great deal of money, while some of the clerks have been paid more.

1955. Would the same remark apply to the increments of the second class clerks?—I think so.

1956. Are new appointments made in your department on requisition from the several heads of the branches, or from your own observation, or at the desire of the head of the department?—Representations as to the need of the service are made in the general branch to me, and in the Patent Branch to the deputy commissioner. I make the recommendations to the Minister for the general branch; and the deputy commissioner for the Patent Branch.

1957. After enquiry?—Always after enquiry. That goes without saying. After the recommendation to the Minister, he makes the selection. He does not necessarily approve the recommendation, but he controls it.

1958. Are you of opinion that deputy heads should have the power of suspension?—I think the present law is well considered in that particular, and that the Minister, when he is present, should exercise that power with or without a report of the deputy, and that, when he is absent, the deputy head should have the power.

1959. But, presuming the Minister to be present in the department, you would not give the deputy that power?—I think not, apart from him, under our system of responsibility of Ministers.

1960. Your permanent staff has increased from 36 to 50 since the passage of the Civil Service Act?—Yes.

1961. Were those new appointments under the provisions of the Civil Service Act as to examination?—They have been all made under the provisions of the Civil Service Act, some of them under the A, B and C clauses of section 37.

1962. But many of them were appointed after passing the Civil Service Examination?—Yes; the bulk of the appointments have been selections from the passed candidates.

1963. Are you aware whether any of these appointments from passed candidates were made of candidates who went up more than once for examination?—Yes, I think some of them at first failed in arithmetic and made that good at the next examination.

1964. You state that you have 18 temporary clerks paid out of contingencies; 24 temporary clerks paid out of other appropriations, and 10 who are employed for varying periods who are equal to two employed permanently. That is to say, you have 44 who may be called permanent temporaries in addition to your permanent staff?—Yes; I think there are 17 temporary clerks in the Patent Branch and 20 permanent besides Mr. Pope, making 38.

1965. Are they all paid out of contingencies?—Yes, in the Patent Office.

1966. There are 24 paid out of the vote for Mortuary Statistics, and so on?—Yes; out of the several votes administered by the department.

1967. Occasionally you pay for extra work to these extra clerks?—We have done that in the past, but not now, except in very exceptional cases.

1968. From what time did you begin to pay that extra work?—Formerly we paid from 4 o'clock, and especially to those who worked on statistics, but latterly and for some time past, it has only been paid for work done after 6 o'clock, when the clerk has returned at night or on holidays.

1969. If a man has worked from 9 to 11, have you any means of checking that by the certificate of the chief of police?—No.

1970. Who certifies that the work has been performed?—The head of the branch, and he knows the work which has been done.

1971. You occasionally pay by the piece and occasionally by time?—Yes. With regard to translations we have introduced the system of not paying more than 15 cents per folio of 100 words of translation from French to English. Very much larger sums than that have been paid, as I notice by the Public Accounts, but I should doubt if more than 15 cents should be paid for the conversion of French into English or English into French in a country where the two languages are so familiar to the population as they are here.

1972. A man could make \$10 a day at that?—That depends. An able man with a shorthand writer to assist him might make it roll up. I think if I were translating with a good shorthand writer I would not stop at \$10 a day.

1973. There is no lack of people who can do that work in Canada?—No; not of those who can write shorthand. It is a question of efficiency in both. Much of the translation is not correct. For instance, I have seen translations of my evidence before committees conveying a sense different from what I stated.

1974. What do you have the translations for?—We have much to do, including letters, documents and sometimes books.

1975. To have them printed again?—To have them printed again in French.

1976. But not the correspondence?—No; the rule of the department is to reply to letters in the language in which they are written.

1977. You have French clerks who reply to a French letter?—Yes; but for the larger translations the ordinary clerks cannot be taken off their work to do them.

1978. But in regard to ordinary correspondence?—There is no difficulty about that. The letter is answered in English, French, German or the Scandinavian tongues—in the language in which it comes.

1979. Have any heads of branches in your department given extra work to members of their own families?—Yes; to a trifling extent in exceptional circumstances.

1980. Will you kindly explain how that came to pass?—For instance, in reading the proofs of the report of the department, an allowance was made to a member of the family of the secretary of the department for the purpose of comparing copy and notes out of office hours, at night. That also included Mr. Small's services for over time for which no allowance has been made to him.

1981. Other instances?—An allowance has been made to the wife of Mr. Jackson, the registrar of the copyrights and trade marks and industrial designs branch, for making indexes after hours. The work done has been very voluminous. It has

included Mr. Jackson's own services after hours, in assisting in and supervising the work done. The cost to the department has been something like that of an extra clerk. The arrangement has secured the substantial advantage of accuracy in very special work, and economy.

1982. Has this been a roundabout way of increasing these officers' salaries?—No; the payments were not made to the officers, but to other persons for needed work.

1983. Which the officer would have had to do in any case?—In the cases I have mentioned, the officer alone could not have done it. In the latter mentioned case the work was in reference to furnishing duplicate lists of all copyrights, including definitions of the books. There was not a sufficient staff in the office to do that during the hours of the day, or when Mr. Jackson was engaged in the service, and the late Minister of Agriculture specifically allowed that to be done by Mr. Jackson's wife out of the office.

1984. Does Mr. Jackson certify for the quantity of work done?—Yes, but the work is there to show for itself. As to the *quantum meruit*, there is value for the amount paid. This has not been at all an extra allowance to Mr. Jackson, but a specific payment for needed work done by a member of his family.

1985. Has any extra work done been paid to the wife of any member of your department in her maiden name?—Yes, there was one case of Mrs. Charlebois, paid to Mr. Dauray.

1986. Did Dauray certify to that?—Mr. Dauray stated the amount of work done, and showed it for proof; the certificates were always made in the accountant's office. I am satisfied that the service was fully rendered.

1987. That is all dropped now?—Yes, for a long time.

1988. And in regard to Mr. Jackson?—The work of the copyright index has not been continued, but I think it should be. The specific work Mr. Dauray did was completed long ago.

1989. Could it not have been completed by himself in office hours?—I think not, and that to have done so would have required an extra clerk in the office. It would have cost more to get that work done by an extra clerk in the office: apart from having had the work of Mr. Dauray at nights, for which no extra allowance was made to him.

1990. But admitting that it has all been regular in the sense that you have got good value for the money, do you not think it is a system which is open to abuse, and that it would be better to pay for an extra clerk than to continue a system so open to abuse?—We could not have had the services of Mr. Small, at his house, at night, by paying an extra clerk, and it was utterly impossible for him to do it in his office hours. I think the amount paid is very little when compared with the extent and value of the service rendered.

1991. Are you not aware that the proof-reading of the estimates is done after office hours?—I have recently been so informed, but I was not aware of it. But that work is done by bringing back the regular clerks to do it.

1992. How many pages are there in this report to which you refer?—I forget the precise number. It is a large book.

1993. Is it a book of 500 pages?—About that, and there is a good deal of tabular matter.

1994. But when the work is done in other departments without any charge for proof-reading?—I am not aware of that.

1995. Would it not be better to increase Mr. Small's salary by \$50—That would not have met the specific service for which \$50 was paid. We have looked upon this kind of work as a matter of course in such an exceptional and special case. It had not connected with it in the most remote degree, the question of increase of pay.

1996. It could not be said that getting out a departmental report is outside the duties of a department?—Not as a simple proposition. But the question of rushing work comes in. Our reports are all for the calendar year. We usually get them in during the month of January, and then the whole work has to be very quickly done. The reports from agencies require to be looked over and then the general annual report of the Minister has to be prepared. That brings on the department the incidence of extreme pressure of work within a very short time before the session.

1997. Is not that an incidence of nearly all kinds of business?—It may be, but it does not apply to the getting out of reports which are completed up to the end of the fiscal year, where they have eight months to work in instead of two months.

1998. The Auditor General's report is brought out in time for Parliament without any extra charge to the public?—It may be, but I think the Auditor General's clerks who did that work had the distinctive incentive of hope of better pay for reward.

1999. The clerk who does that is a chief clerk and Mr. Small is a chief clerk?—More than one clerk is required to read the proofs of a large book. The clerks in the audit office are brought back as, I understand, and have to stay as late as ten o'clock at night in order to get that work through.

2000. You had ninety-two officers attached to the census?—Yes, at the date of the statement asked.

2001. It is to be presumed that those men will cease when the census is completed?—Yes.

2002. May we ask when that is expected?—It will be very soon. An extra staff was put on on the understanding that we should make the compilations within a year. Former compilations have lasted three or four years, and the first census was scarcely finished before the next one came again.

2003. Is any particular pressure put upon the department to take all this army of extra clerks—these forty-two or fifty-two clerks?—You mean the ordinary extras—the appointments were not made because of political pressure, but I have no doubt the selections were political.

2004. Do you not think the number of your extra clerks out of proportion to the permanent staff?—I think some of them should be appointed. There is a clerk who has been in charge of the correspondence book for 14 years, and is paid \$2.50 a day. He is a man who is now advanced in years, but he is full of vigour and a good worker. We cannot under the Civil Service Act put him on the permanent staff, though I should recommend this. Then again there is the clerk who is in charge of the letters received and has the duty of the indexing and the filing of documents when received, which in view of the frequent references made to him is responsible work. He is a young man, 3rd class clerk, appointed, I think, about four years ago. I should be very glad to give him a special increase as recognition of the extent and value of the services he renders.

2005. Do you ever enquire when you require extra clerks, whether there may not be a redundancy of clerks in other departments?—No. When an extra clerk is required, the application comes from the Branch, the facts are enquired into and reported to the Ministers.

2006. You stated that you would count all the optionals in the examination, whether used in the service or not?—As a preliminary, yes, because I think the salary on introduction to the service in some cases is not enough. It may be for many, but not for all.

2007. Would not that be rather a dishonest way to pay a man for type-writing, for instance, when there was not a type-writer in the department?—As I understand, it is merely as a test of educational proficiency.

2008. The optionals are limited to book-keeping, *précis*, type-writing and stenography?—My answer is two-fold. If the examination is competitive, the optionals should only have relation to the duties performed. Under the present system, I understand the optionals are merely a test of attainments and natural efficiency, and I would give effect to this.

2009. You have withheld the statutory increment at times?—Yes, we have.

2010. Have you afterwards reported in favour of those from whom you withheld them?—Not in the same year, but in subsequent years.

2011. What as to the Census clerks?—As to the Census clerks, I may say that we gave them all \$1.50 a day to begin with and got an average of not very large work. An accurate account was kept of the work done by each man, and the men were divided into three classes. The effect was that an amount of competition and exertion was introduced which led to surprising results. Then again the department brought in these punching and electrical machines for tabulation. The work from them is satisfactory

and affords what ordinary compilation does not, a means of check ; and skill is soon attained in the use of these machines. The clerks who are doing that work gave, when first appointed at a *per diem* salary, about 500 punchings per day. Mr. Holerith, the patentee, told us he thought 700 would make a fair average of the good and bad put together, allowing a comparatively high number on the part of the skilful and low numbers for the less skilful. The mode of payment was changed to a specific price at so much a hundred. The work which has come out from that incentive has effected almost a revolution. It has caused higher payments to many of the employees, but the net result is a very great saving of cost to the department.

2012. Your census will cost very much less than any previous one?—Yes, very much, relatively to extent.

2013. You have more than 90 temporary clerks employed?—Yes.

2014. As the work ceases, the intention is not to keep these men?—We shall begin to remove some of them probably next month. The intention is to force the compilation through in a year.

2015. You have an archivist and one of your votes is for the care of archives?—Yes.

2016. Are you aware that the Privy Council and the Secretary of State have also votes for the classification of their records?—As I understand, the records which are taken by the Secretary of State and the Privy Council relate to contemporary events, rather than historical archives in the sense that Mr. Brynmner understands them.

2017. Would it not be in the public interest that the three things should be amalgamated?—Such might be done, but the branches are distinct.

2018. Who prints the Patent Record now—is it the Queen's Printer?—No, the Burland Lithograph Co., but there is a question of change. It is not simply a printing question. The Patent Record has no circulation. It was an object of Dr. Taché, who was also the author of the Patent Act, that the Patent Record should be printed in connection with a Mechanics' Magazine, in order to give it a circulation. It is found that of all the patents issued, a very small percentage survive the test of five years. Some of them, however, are exceedingly valuable, and in any case the department gains a very large revenue from, in some cases, very unfortunate inventors, and in some cases from the aberrations of mechanical genius, which goes to simple waste. It is therefore, an object to cause these patents to be circulated among the class of mechanics who might use them.

2019. In 1890, the country paid \$16,000 for this?—I think that would include some overlapping from previous years. Under the proposed system, respecting which I have had some conversations with the Queen's Printer, I think the cost will be cut down very much indeed.

2020. Whose property is the Patent Record?—The Record of Patents belongs to the country, but the publication in connection with which it is published, belongs to the Publishing Company.

2021. That includes the Patent Record attached to it?—That includes the Patent Record. As a question of circulation, the Patent Record itself would not go and the contract which was made, included the Magazine for the purpose of circulating the Patents.

2022. You have dropped the collection of criminal statistics?—No, but of mortuary statistics.

2023. Health statistics?—It is so put down, but that heading is somewhat misleading.

2024. That is a saving of \$10,000 a year to the country?—Yes.

2025. You still keep up the collection of criminal statistics?—Yes, under Mr. Blake's Act.

2026. Do you think it serves any useful purpose?—It is very much quoted from by writers on such subjects.

2027. Experimental Farms cost about \$80,000 a year?—Yes.

2028. Do you derive any revenue at all from them?—No ; the question of revenue does not come into the idea. They are experiments.

2029. You have crops ?—Yes, we sell some of those and distribute others among farmers. For instance, we sell all small fruits from the Experimental Farm here ; and some other things.

2030. The total received from the sale of farm produce in 1890, was about \$4,000 ? Yes, about that. There is also a vote of \$10,000 for dairying. Everything that is made under that head is sold, and the dairying experiments will cost very little indeed. The Dairy Commissioner successfully established winter creameries in different parts of Ontario for winter butter making, the idea being to bring the cows in in the fall, make the butter in the winter and the cheese in the summer. It has been found that the butter which has been made at these model or school factories will bring 26 cents a pound in England, and it does not cost more than one and one half cents for all charges of commissions and otherwise. That is only beginning, but there is already evidence that the new system will make the same revolution in the butter export from Canada as it did in improving the making of cheese a few years ago. The cost of the Experimental Farms is very trifling as compared with such a result. Robertson states that the farmers who were previously prejudiced against making butter in the winter, the tradition of the country being against it, are now very rapidly turning in favour of it.

2031. Do you not think the revenue could be increased from all these farms ?—I do not think the idea of an experimental or trial farm includes the idea of revenue. The question is how economically and effectually you can make the trial and distribute the information.

2032. Does any of the produce go as perquisites to the officers ?—No, it is all accounted for. If an officer gets a quart of milk or a quart of berries, he pays for it.

2033. Could not the work of immigration agents and that of other departments be sometimes combined so that there would be one salary paid instead of two ? For instance, could not an immigration agent be also a collector of customs or a postmaster in new places such as Calgary ?—I think so.

2034. Are there any places in old Canada where the work of the immigration agent has almost entirely ceased ?—Yes, that is another question of considerable importance.

2035. When the present agents die away, certain agencies can be closed up ?—In certain agencies that might be done.

2036. Are your immigration pamphlets printed now by the Queen's Printer ?—Yes.

2037. Entirely ?—Except those done in England, where they cost about half the price of those done by the Queen's Printer.

2038. Are they all prepared in the department ?—All the original pamphlets have been prepared in the department.

2039. You are not paying outside for literature now ?—No.

2040. Can you suggest any way in which the expenditure for quarantine could be reduced ?—No, but I could show you ways in which it ought to be increased.

Tuesday, 6th January, 1892.

Mr. WILLIAM WHITE, Deputy Postmaster General, was examined.

I have been Deputy Postmaster General since the 1st July, 1888. Previous to that I was secretary from about the first of February, 1861, to 30th June, 1888. I was chief clerk of the money order office from December 1854 to 1861. I have had 37 years of experience in the department here and eight years in the Imperial post office.

2041. You were a member of the last Civil Service Commission.—I was.

I have received the list of questions sent me by the Commission and have prepared answers thereto. I produce eleven exhibits containing statistics of the work in my department. In exhibit 11 there are four papers marked a, b, c and d.

2042. Give the number and cost of the permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891 respectively. Also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government fund

or otherwise, in 1882, and also in 1891?—This information is given in the statement annexed.

2043. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—They should be appointed by the Crown, hold office during good behaviour, and be men of experience and good position. They should be charged with the conduct of all examinations; and should assign, on the application of the deputy heads of departments, clerks, messengers, &c., to fill vacancies as they occur.

2044. Should all appointments be the result of competitive examinations? What, if any appointments should be made without examinations? Should there be an age limit in the case of all appointments; and state, what, in your opinion, the maximum and minimum ages should be?—Yes. None but professional men employed professionally, and deputy heads of departments. Yes, 18 to 25, except in the case of professional men so employed.

2045. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I think during good behaviour. I do not see in what direction either their responsibilities or powers require extension.

2046. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum—\$1,000 too high? Should there be an intermediate class, ranking lower than a second and higher than third?—In large Departments the majority should be third class clerks \$500 on appointment rising by annual increment of \$50 to \$1,000. I think not.

2047. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Certainly.

2048. Are the recommendations for the increases of salary always made with due consideration, or are they in a very large measure, perfunctory?—I think they are usually made with due consideration.

2049. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes, with proper adjustment.

2050. Should there be a general preliminary examination for all departments, or should there be a special preliminary examination for each department?—I am of opinion that the preliminary examination should be the same for all departments.

2051. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—By the Postmaster General. Yes.

2052. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—No such appointment has been made since the passing of the Civil Service Act of 1882, in the Post Office Department.

2053. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—I think promotion examinations very desirable.

2054. Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—Promotions have only been made to fill vacancies, or when the duties performed have been considered of sufficient importance to warrant the giving of a step in rank to the clerk performing them.

2055. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see the utility of such an estimate.

2056. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotion be made on the report of the head of the department, based on the recommendation of the deputy head?—I think promotion examinations should be competitive but restricted as to those allowed to compete.

2057. Should not promotions be made by Order in Council?—Certainly; both appointments and promotions.

2057. Did the head of the department ever reject any man who has been promoted?—Not within my recollection.

2058. Has any officer in your department, after being promoted, turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—No.

2059. Have you, at any time, by your certificate, in the promotion examinations, enabled a candidate to pass whom you deemed unfit?—No.

2060. Did you ever, in respect of the efficiency marks, give a less percentage than 36 per cent in the case of any candidate in your department seeking promotion?—I think I have.

2061. Should not exchanges of position be made on the report of the deputy head of the departments concerned?—I think they should.

2062. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Yes.

2063. Should the temporary clerk or writer class be extended, or limited, or abolished?—I do not see any necessity for a change.

2064. Have you given any thought as to the desirability of having a junior division or boy copyist class?—There is no work in the Post Office Department that I should like to entrust to boy copyists.

2065. Do you recommend the creation of such a class?—I doubt the necessity at present.

2066. State generally your views as to the expediency of having a higher grade permanent staff and a lower grade writer and boy copyist classes?—I think the present classification meets existing requirements.

2067. Under the present system, in what manner will you ascertain the necessity of employing extra clerks?—Additional clerks are only asked for when pressure of work renders assistance necessary.

2068. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—The persons to be employed are selected by the Postmaster General.

2069. Have you any women clerks employed in your department?—Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—We have several in each branch, and as a rule they are very efficient. I do not think that there is any branch of the Post Office Department in which it would be desirable to employ women exclusively.

2070. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I think leave of absence should be graduated according to rank and length of service.

2071. Should not leave of absence be compulsory?—Yes.

2072. Should there be a limit, and if so, what, in the case of leave on account of sickness?—Extended leave on account of illness should be especially dealt with in each case. There might be a limit beyond which sick leave could not be extended—say twelve months.

2073. Has the business of your department suffered and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—Not in the inside service.

2074. Should there be a system of fines for small offences?—I think such a system very necessary.

2075. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—I think not.

2076. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Yes. Not invariably.

2077. Do you strictly observe the law regarding the attendance book? Do all your officers sign the books?—How do you deal with those who are late in attendance?—Yes. Admonish them.

2078. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular in connection therewith?—I should like to defer the reply to this question for a day or two.

2079. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—None of a serious nature.

2080. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department, or of any branch or of any officer of your department, been varied?—I think not. Increase of work has made the duties more onerous but their nature is unchanged.

2081. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—Yes.

2082. Are the number of persons employed in your department out of proportion to the increase of work?—No.

2083. Has the work in your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rates of remuneration of these temporary clerks been increased from time to time?—Yes. The rate of remuneration to temporary clerks has not been increased.

2084. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—I think not.

2085. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to giving the proper facilities for relieving the services of useless members?—I think sufficient attention has not been given to the medical examination of candidates for the Civil Service.

2086. Is it desirable for officials to sign the attendance books when leaving the department for any purpose?—I think not.

2087. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—I think six hours steady work sufficient, considering the nature of the work the majority of the clerks are engaged in. I would suggest that the office hours be made from 9.30 a.m. to 4.30 p.m., with an interval not exceeding one hour for luncheon.

2088. Have any abuses prevailed in your department as to the length of the working hours?—Not to my knowledge.

2089. Is it desirable that the officials should leave the department for luncheon?—Yes; unless a luncheon room could be provided for them in the department.

2090. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—No; the time of each is so arranged that no room is left unoccupied. An hour.

2091. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act, such service is only entered as would be counted for superannuation?—Yes; I believe the record of the Post Office staff is quite correct in this respect.

2092. In your department are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed, and in case of infraction has the attention of the head of the department been called thereto?—Attention has been called to this Minute, but it is practically ignored.

2093. Is it 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 allowance.

2094. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?

—In the inside service we seldom have occasion to send out officials away from headquarters; but when so sent they have usually received the same allowance.

2095. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict its operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose, as regards the officials of your department?—Yes; very necessary. If the limit of age on appointment were fixed at from eighteen to twenty-five, I would not exclude any of the permanent staff.

2096. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—Yes.

2097. Do you consider as a rule the age of 60 years to be a proper age for retirement?—Yes.

2098. Would you deem it advisable to have all officials retire at a certain age, and what would be your view as to that age?—Yes; I think retirement should be compulsory at 65.

2099. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Yes; at 60.

2100. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain officers designated and by requiring a certain length of service before such addition can be made?—I think that there are cases in which a term may be added, but I think it would be better if in the future the adding of such a term were made a condition of appointment.

2101. In your department has the additional term, or portion of additional term, been granted solely to officials appointed to high offices for technical qualifications; to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of thirty years, and who never did anything but clerical work?—To answer this question would involve an examination of all the cases of superannuation in the Post Office Department, which I have not had time to do; but I think there are cases in which time has been added to the service of men who never did anything but clerical work.

2102. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage in order to provide: (a) That if no superannuation takes place through death or any other cause, the official or his representatives should be reimbursed for the abatements deducted from salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation, to the extent of the abatements paid by them?—Yes; I think the present percentage hardly sufficient, and I see no reason why men who have completed 35 years' service should cease to contribute; I do not think the abatements deducted should be reimbursed, nor do I think that commutation should be given except in the cases of men who are forced to retire early in life.

2103. Would it be desirable to have a system of insurance in connection with superannuation?—Not in connection with it, but in addition to it. I would keep the two systems entirely separate. The Civil Service Commission of 1881 recommended a system of insurance, which I think would be a great benefit to the service.

2104. In case of dismissal or resignation, in your opinion should the abatement be deducted from salaries for superannuation purposes be refunded?—No: insurance premiums are not returned to persons insured who sustain no loss. The abatement would have to be increased if this were done.

2105. In your department, has it ever been recommended that diminution of the allowance should be made on account of the service of an official having been considered unsatisfactory?—Yes, in one instance.

2106. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—No; I think officers so removed should, if efficient, be transferred to some other branch of the service.

2107. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the persons superannuated, and at what age would you place the limit?—It would depend a good deal upon the age at which superannuation took place. I do not think that a man in good health should be allowed to retire before he is 60. After that age it would be hardly fair to call him back to the service.

2108. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—None, except those indicated in my replies to the foregoing questions.

2109. Is your department divided into branches: give particulars, including the name of the persons in charge of each branch the number of officials in the same, grading them and describing generally how the duties are allotted in each branch. What is the method employed in your department for the collection and deposit of public money?—The conduct returns which I annex give the required information which, however, can be tabulated in any form required. The post office revenue is collected almost entirely by postmasters on the sale of postage stamps; the proceeds from such sales being placed at the credit of the Receiver General in some one or another of the banks designated by the Deputy Minister of Finance. Receipts in triplicate, one for the Receiver General, one for the department and one for the depositor, are given by the banks for all such deposits.

2110. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure for the Post Office Department is principally for mail service and salaries. Mail service is for the most part performed under contract made in accordance with the provisions of the statute. Salaries are regulated by the Civil Service Act. The commissions to country postmasters are based upon the revenue collected and are fixed in accordance with a scale applicable to the whole Dominion. Miscellaneous expenditure is controlled by the Deputy Postmaster General.

2111. What system of purchasing is adopted in your department?—Purchases are usually made under contract or by special agreement.

2112. What is the system followed in the issue and receipt of stores?—All stores are checked on receipt and on issue, and regular registers are kept of receipts and issues.

2113. How are contracts generally awarded in your department?—The rule is to award all contracts to the lowest bidder, giving satisfactory security for due performance.

2114. In addition to his salary is any official in your department in receipt of any additional allowances or perquisites, and if so, please state particulars?—Two officials receive \$100 a year for firing and taking charge of the noon gun, and several are in the militia for which they receive the usual pay and allowances.

2115. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—No, I think not. There is a constant demand for increased postal facilities, which cannot be given without incurring additional expenditure.

2116. In your department have any abuses prevailed in connection with the supervision of payments?—No.

2117. Have you any suggestions to make with a view to possible amendment to the Audit Act?—I have not had time to examine the Audit Act; but I may say generally that the present system is altogether wrong in my opinion.

2118. Is it desirable that city postmasters and post office inspectors should be exempted from examination and would you add any other class of officials to the exempted list?—I think that city postmasters and post office inspectors should be invariably selected, as in England, from the employees in the post office service, and should be appointed after examination. These officers should have a thorough knowledge of the details of post office work. If they do not possess this knowledge they cannot efficiently superintend the work of those under their control, and they are consequently paid for the performance of duties which necessarily devolve upon their subordinates.

2119. In what respect do you consider the present system of audit to be wrong?—The Auditor General is gradually becoming an Accountant General. My idea is that each department should prepare its own accounts, and that he should examine them, as they do in England, and report upon them. For instance, he should come and take the post office accounts, look over them carefully, and see how the books are kept, and report upon them. I do not think he ought himself to compile the accounts and then audit them. At present he takes nearly all our vouchers and compiles nearly all our expenditure accounts, and I do not think that is auditing them. I may be wrong, but it seems to me that auditing them means that we should examine them and see if they are properly kept. The system in England is that the Auditor General sends for the Post Office accounts for a month or two months, he goes carefully over them, obtains all the information, and makes a report whether he finds them satisfactory or not. He has access to everything—books and vouchers. He can either send clerks or go himself. But here we are actually deprived of nearly every one of our vouchers for the current year, the Auditor General requires them all.

2120. The question amounts practically to this: Who shall have control of the vouchers?—That is it. Statements cannot be prepared without them.

2121. The mere matter of the form in which the accounts should be prepared is a bagatelle, is it not?—I do not think his system is as good as ours, but that is a matter of opinion.

2122. Probably he has prepared his statements in accordance with the methods in the Estimates granted by Parliament?—Probably, and we prepare ours rather with a view to furnish the information to the public in a convenient shape.

2123. Have you ceased to prepare expenditure statements?—Almost entirely. We cannot do it; we have not the means to do it.

2124. The Auditor General has to prepare for Parliament an appropriation account in accordance with the terms of appropriation granted by Parliament?—Yes.

2125. That is the law, and that is also the law in England?—Yes.

2126. Your forms of accounts differ in some respects?—Ours are not at all the same as theirs. We arrange some of our expenditures locally for the convenience of the public. For instance, we arrange the mail service expenditure in that way, being one of the larger expenditures; and we arranged the other according to service, so that if a man wants to know the expenditure on a particular service he can get it.

2127. Could you not make some suggestions by which both offices could be accommodated—you for your internal arrangement, and the Auditor General for his office?—Yes; the Auditor General should be relieved of the duty of making all these statements in detail. I cannot conceive it necessary, because practically he is now the Accountant General of the whole service, he prepares all these detailed statements. The Auditor General in England certainly does not do that.

2128. Are you aware that the Comptroller and Auditor General in England simply prepares abstracts, adding thereto any correspondence he may think desirable to publish?—Of course, that is his duty.

2129. But does the Auditor General of your own knowledge, use your vouchers when preparing details?—Yes, he takes all our vouchers we have not access to them ourselves. We have given up the struggle in despair, it was no use, we found we could not do it. He demanded possession of them, and what were we to do? We were obliged to let him have them. I found out that the other departments were doing the same thing.

2130. Do the other departments complain?—I do not know if they have complained, but they seem to have submitted. Of course our expenditure is very large, about three million dollars a year. We have an enormous mass of vouchers of every sort and kind. Even the Auditor General has not been able to take over the whole of them. For instance, he leaves us the vouchers for the mail service. So it leaves us in a very unpleasant position; we have part of our vouchers and we make up part of our expenditure statements; we cannot keep the rest of our vouchers and we cannot make up the rest of our statement.