

3264. Are your assistant engineers here at headquarters in the Civil Service?—No, they are not.

3265. You have two staffs, one for working the Intercolonial and the other staff for construction?—Yes: those employed for the construction of the Cape Breton road, the Oxford and New Glasgow road and the Digby and Annapolis, have nothing whatever to do with the operating of the Government railways.

3266. We are speaking of your office here?—Yes, I understand.

3267. But you have some assistants yourself in regard to the management of the railways here?—Yes, clerks in connection with management of the Government railways, and skilled engineers in connection with the inspection of subsidized and other railways, and construction of railways.

3268. Do you have two staffs here substantially, one dealing with management and one with construction?—Yes, I think I have 13 officers whose names are on the list I submitted to the Commission. Three of them are on the Civil List besides myself—that is, my private secretary, and the chief clerk and a draughtsman.

3269. How was it ten years ago; was it in existence at that time?—Yes, that is practically the same staff, but very much reduced. I had a great many more officers on my staff when large works of construction were going on. But this staff is not on the permanent list, though I cannot do without any of them at the present time.

3270. What vote are those men paid out of?—Except those that are on the Civil Service list, they are paid out of whatever appropriations are available.

3271. But those you have to assist you in administering the Railway Act?—Mr. Ridout, Mr. Smith and Mr. Dale are paid out of the appropriations for surveys and inspections. The staff shown on the list submitted record about 20,000 letters a year in my office. We have no more staff now than we need, and could not make any reduction at the present time.

3272. Are the rates paid excessive at all in any case?—Only in one case, and that is an old Government officer who has held for many years responsible positions on the Government staff.

3273. Have you not a great many statistics to collect?—Yes, the preparation of the railway statistics is done in my office here.

3274. Would it be any advantage to transfer the compilation of those statistics to the statistical branch of the Agriculture Department?—No, I do not think it would be any advantage.

3275. Then you think it is an advantage to the service that the compilation of railway statistics should be maintained in the Railway Department?—That is my opinion.

3276. What is the number of miles operated by the Intercolonial?—1,154 miles.

3277. Is it a great source of expenditure in having frequent and unnecessary trains running?—Yes, I think so.

3278. Would it be possible, if you had a free hand, to bring about a reduction of this deficit, and possibly turn the scale the other way, as if the Intercolonial belonged to an independent company?—I think in the hands of a company the road could be made pay working expenses.

3279. And possibly more than that?—Yes, possibly.

3280. Do the the trains stop at too many stations?—I think so.

3281. You have here in Ottawa a bureau where the general printing is done, and yet you have paid for printing in one case outside \$4,041 to one newspaper, and \$13,370 to another for forms and things which perhaps might have been done here?—The question, I understand, is under consideration, whether it should be done at the Bureau.

3282. That question of printing the forms and the time tables, and all those things in the lower provinces, is now under consideration with a view to their being printed at the Bureau?—I think so; but I may say that all the railway printing could not be done up here. There is certain printing that is required at short notice, which could not possibly be done here.

3283. Is that done by tender?—No. My recollection is that the charges for printing were submitted to the Queen's Printer some years ago and approved by him, and we have been working on these ever since.

3284. That is, you have got what were fair rates from the Queen's Printer?—Yes, in a sense; that is to say, these rates were, I think, offered by these people, and they were submitted to the Queen's Printer, and he approved of them as reasonable rates.

3285. The Act relating to public printing has a clause whereby the Governor in Council, by Order in Council, may take out of the general contract system any special printing that it is thought cannot be conveniently done under the contract system?—What we are doing now is done under the authority of an Order in Council.

3286. What is the system followed in your department in the issue and receipt of stores?—The system adopted in purchasing stores is that of tender, the great bulk of articles required being obtained by these means. Only smaller articles which cannot be tendered for, or patented articles, are purchased without tender. The larger articles are purchased by poster and newspaper advertisements. Tenders for ties are called for once a year by posters distributed along the line of railway. Tenders for coal are invited once a year by circular sent to all the mining companies operating along the line of railway. The tenders are opened and contracts awarded by the department at Ottawa. Tenders for hardware are invited by circular once in six months, and are opened and decided by the Chief Superintendent and the general storekeeper, who look through them and examine the samples. The system of issuing and receiving stores is that the general storekeeper is the only person empowered to purchase stores. When we purchase, the order he issues specifies when and where the materials are to be delivered. He orders two invoices to be sent, one to the person who is to receive the store, and the other to his office. The main store for the Intercolonial Railway is at Moncton, and for the Prince Edward Island Railway at Charlottetown, and for convenience and economy there are smaller stores at other parts of the line. Each is in charge of a storekeeper and issuer, who receives and issues, and keeps an account of the stores in a book, in which appear in detail all articles received, and as the invoices come in they are pasted in a book, and are checked over with the receiving book, with the articles. A regular set of books is kept, which show daily the quantity of each kind of article in store. Accounts are received monthly for the goods supplied during the month. These are checked over by the storekeeper, and, if found correct, are sent to the general storekeeper's office, where they are checked as to prices, and if correct, are sent to the accountant of the Government railways, duly certified by the general storekeeper. They are then examined and approved by the Chief Superintendent or the superintendent and sent to the accountant of the Government railways for payment by cheque signed by the Chief Superintendent and the accountant, or the superintendent and the accountant of the Government railways. Materials are only issued from any of the stores upon requisitions signed or countersigned by an authorized officer, and upon these the issuer delivers the articles or sends them away by train, and at the end of the day hands the requisitions into the storekeeper's office, where they are entered in the books kept for that purpose. At the end of each month the storekeepers send returns of all the issues to the general storekeeper, who checks them and sends them to the accountant of the Government railways. They show in detail the full issues for the month, with prices. The articles are then charged in his books against the various persons and services. With timber, ties, rails and such like, they are, for economy and convenience, delivered along the line as in store. In such cases, of course, the storekeeper is unable to keep a close supervision, but, as they are used, a return has to be made to him. On the 30th April of each year stock is taken of the smaller stores at the several points along the line, and the accounts of the different stores are made up in the general storekeeper's office, showing the profit and loss in operating each store, and the surplus or deficiency in materials checked in each store, and then accounts are adjusted so that they will work out as nearly correct as possible on the 30th of June each year. On the 31st October in each year stock is taken of the track materials, such as rails, ties, timber, lumber, etc.; as these articles are got out in

early spring and piled along the line, they are difficult to take stock of in April, but are, by the 31st October, about all used up in the work, thus simplifying the taking of stock.

3287. How are contracts generally awarded in your department?—Contracts are generally awarded to the lowest tenderer, though there are exceptions, for instance, when the quality of the material or the time of delivery, or some other conditions set by the persons tendering intervenes, to the disadvantage of the railway to prevent this course from being adopted. In cases in which the lowest tender is not accepted the contract is awarded by Order in Council.

3288. About these ties and fish-plates that are spread along the line, there must probably be a certain amount of stealing of these things?—Possibly there may be; it is difficult to guard against it.

3289. What do you do with the deficit? Wipe it off?—Yes, we have to wipe it off and charge it.

3290. There ought to be some means of guarding these things; do you keep a force to look after them?—Thefts are occasionally discovered, and then we prosecute. We have a police force, and so far as they are able they look after these things. If anything is stolen we send Police Inspector Skeffington, who is our chief man, to have the matter looked up, and he is very clever in discovering pilfering. I fancy it is not much worse in our case than with other railways, except that the people seem to think that it is no crime to steal from the Government.

3291. You have the assistance of the Public Stores Act. Do you find it of any assistance?—Yes, we find it an advantage.

3292. Fish-plates are not taken to the same extent as ties?—No, I think not.

3293. Would you mind telling the Commission how coal is tendered for and distributed? You pay about \$370,000 a year for coal?—We pay more than that; I should say about \$500,000.

3294. How do you accept the tenders, and is the coal distributed along the line?—In the first place we invite tenders by circular to each of the coal companies doing business along the line of the Intercolonial. But the tendering now has become rather a farce, as the companies combine, and their prices, as a rule, are all the same. Not only that, but if 300,000 tons of coal is asked for it will be found that certain companies combine to divide it up among themselves, so much for each. Then they have to deliver this as we require it from time to time, under an order from our general storekeeper, but we have very great difficulty in getting them to do this. If there is no demand for coal by the public they will try to force us to take coal when it is not required, and growl and grumble because we do not give them orders. But on the other hand, when we give them orders for coal for the road, and they have a brisk business with the public, they will not fill the railway orders. It has been so bad in some cases that we have had to use coal in transit for the public, that is, take coal off the cars that we were transporting for individuals. At last it became so bad that instructions were given to the Chief Superintendent not to haul another pound of coal from those companies for the public until they supplied us with coal under their contract, with which to haul.

3295. From its bulk it cannot be taken into store like anything else?—Not into the store exactly, but it goes into our various coal houses along the line from one end to the other. We have at Rivière du Loup storage capacity for about 4,000 tons, at Lévis for about 2,000 tons, at Campbellton for about 3,000 tons, at Newcastle for about 2,000 tons, and at Moncton probably for about 1,500 tons, so that it is spread along the line at various points in the coal storehouses.

3296. When the Cumberland Railway and Coal Company deliver, do they deliver so many tons to the car?—Not exactly. They ticket on the side of each car the number of tons it contains, but a short time ago it was found the actual load was less than the ticketed amount. I believe this has been successfully put a stop to. For a period of three months an inspector of coal was appointed to examine into this coal matter, and he found cars billed for 20 tons whereas they barely contained 18 tons. Now, every car

of railway coal passes over the scales ; this I am informed makes a good deal of delay in moving the coal traffic.

3297. Who benefited by this deficiency in the quantity ?—The coal company.

3298. Is there any suspicion that it was done in collusion with any of your officers ?—No, none.

3299. Do the contracts run that they should give you so much, and as much more as you require ?—They do, and also as much less as we may require.

3300. You pay in round numbers about \$2.20 for screened coal ?—Yes.

3301. The same kind of coal has been got into Ottawa, the all-rail route, for \$4.50, has it not ?—I think I have heard so.*

3302. How far is it from here to Spring Hill ? What would be the cost of transport ?—About 840 miles. The rate over the Intercolonial Railway is three-tenths of a cent per ton per mile, and over the Grand Trunk Railway and Canada Atlantic five-tenths of a cent.

3303. What is the distance from Spring Hill to Lévis ?—About 550 miles, and it costs about \$1.65 per ton for transport.

3304. Between Lévis and Ottawa, how much does it cost ?—About \$1.42 per ton, I think, is the rate.

3305. And it has been delivered here at \$4.50 ?—I think that I have heard of some being delivered at that cost.

3306. You paying at the pit's mouth \$2.20 ?—The price we pay at the junction with the coal companies' road is about \$2.20 per ton.

3307. Is there no means of getting over that ?—No.

3308. Is it the same character of coal ?—Yes, I think so.

3309. Do they sell to ordinary purchasers at \$1.50 ?—I do not know what their selling price to the public is.

3310. It would appear as if they did ?—If the information as to its having been delivered here in Ottawa for \$4.50 is correct, the coal companies must have sold it at about \$1.50.

3311. This was a cash transaction here in Ottawa for a car or two cars of coal for the Civil Service, was it not ?—I believe so, but I am not sure.

3312. What machinery have you for looking sharply after the quantity and quality ?—We have men at all the coal sheds who are continually handling the coal, and they are supposed to report to the general storekeeper if inferior coal is being delivered, and it is his duty to look after it. But, as I have stated, for some months we have had an officer specially employed to look after the coal delivery.

3313. Is it a fact that the railway cost to Montreal is \$3 ?—From Spring Hill it is about \$2.60. From Pictou it is about \$2.85, I think.

3314. But you have no reason to believe that this unjust steward who delivered only 18 tons and charged for 20 did this in collusion with one of your officials ?—I have no reason to think so.

3315. Have you followed it up at all, with a view to ascertain ?—We have employed the coal inspector specially to look this matter up and to see how best to correct it. However, orders have been given to pass every car of coal over the scales, which should insure correct weights being given.

3316. Where is that done ?—At the junction with the coal company's railway, where they deliver the coal to us.

3317. As this is rather an important matter, would you mind, when you are at Moncton, instituting enquiries as to the distance and cost, and whether this \$4.50 we were talking about is a real commercial transaction ?—I will make enquiry.

3318. What does the Moncton Refining Company, for example, pay ?—I do not think that would be any criterion. They use an entirely different class of coal, for which I understand they pay \$1 per ton.

* Mr. Schreiber afterwards informed the Commission that he must have misunderstood the information he received about the price of coal brought to Ottawa from Spring Hill Mines, and from what he could gather that the price seemed to have been \$2.50 at Spring Hill, and the freight would bring it to about \$5.90 on the cars at the station at Ottawa. Also that the charge to the people of St. John for coal at the pit's mouth in February was \$2.70 per ton, the run of the mine, and 70 cents for slack.

3319. What do the St. John people pay at the pit's mouth?— I will enquire.

3320. Would you mind also, when you are at Moncton, getting a statement of the exact amount you paid for coal in 1890-91?—I will do so.

3321. You stated in your evidence about stores that the storekeeper, in conjunction with the General Superintendent, gives orders for hardware?—Yes; for stores generally.

3322. Is the storekeeper the purchasing agent?—He is the purchasing agent; everything is done through him. The tenders come through him.

3323. Have you any reason to believe, coming to a very close question, that he receives a commission on the supplies purchased for the Intercolonial Railway, or, we will put it, that any officer in your department receives a commission?—I know of nothing of the kind being done, but I am aware it is the practice of merchants in the ordinary way of business to give commissions or presents. Charges have been made against the general storekeeper from time to time that he receives presents from persons dealing with the railway, but whether or not he does I could not say. The complaints have been made by rival tradesmen, but on enquiry we never could find any evidence that he did so.

3324. His salary is \$1,900 a year?—Yes.

3325. And he has all this disbursing power?—Yes; but I cannot see how the general storekeeper can have any opportunity of favouring anyone where it is a matter of contract and tender, unless he accepts articles inferior to samples accompanying tenders. I may say that some such charge as this has been made on several occasions.

3326. Is the contract always given to the lowest tenderer?—Yes; always given to the lowest tenderer, quality considered, as can be seen upon examination of the abstracts which are on file in my office.

3327. Do you consider, with the enormous power that is given to this man, and with, presumably, a certain opportunity to receive commission, that \$1,900 a year is a sufficient salary for him?—What I say is this: I do not think an increase of salary would make a dishonest man honest, and I maintain that if a person engages with another for \$100 a year he ought to be just as faithful and honest as if he engaged for \$50,000 per annum. Salary is a matter of bargain only, according to my way of looking at it.

3328. Coming at it in another way: Has the Canadian Pacific Railway a purchasing agent?—They have, and I think he has greater power than our general storekeeper.

3329. What salary do they pay him?—I have no idea.

3330. Don't you think that the Canadian Pacific Railway would pay a man \$4,000 occupying that position?—I could not say. All I know is, that the higher grades of officers of the railway company, as a rule, are paid very much higher salaries than the higher grades of officers on Government roads. Take our Chief Superintendent, and our Chief Engineer, their salaries are small compared to officers holding like positions on companies' roads.

3331. What amount has this purchasing officer to disburse during the year?—For small stores, I think, about \$750,000 or \$800,000, or may be a \$1,000,000—I mean independent of rails or anything of that kind.

3332. Is it necessary for the general storekeeper to reside at Moncton?—Yes; I think so.

3333. Don't you think that a system of control, by which his operations could be submitted to a sort of board, there or elsewhere, might perhaps give a better guarantee to the Government in all these large expenditures through one man only?—Understand, that although the purchasing and receiving of stores is done through the general storekeeper, he does not actually do the buying and the receiving. His accounts are all supervised by the Chief Superintendent, and by the accountants of the Government railways also. The power is not all in his hands.

3334. Then there is a sort of control; it is not exclusively in his hands?—It is by no means exclusively in his hands.

3335. Purchases have been made before they go into the offices of the chief superintendent?—Purchases are generally made by tender and contract, and awards made at Ottawa. It is the ordering from time to time under these contracts which the general storekeeper does, and that is before the accounts reach the Chief Superintendent.

3336. But the actual business of purchasing is that in the hands of this officer, Mr. Cook, who is called here a general guardian?—In the way I speak of, that is to say, that for the large portions of the stores, tenders are invited, and only occasionally the smallest description of stores are purchased by him and the Chief Superintendent. All the larger stores, such as rails, coal, ties and general wares are, as I have said, purchased by tender and contract, and under these contracts the general storekeepers order the goods from time to time as they are wanted.

3337. In this coal business, it is his certificate in the end that determines the cheque to be paid to the coal company; his certificate that so much has been handed over and received determines the amount of the cheque to be sent to the coal company?—Yes; but this return is based on the return of the employees who actually receive the coal.

3338. Then, in this large amount paid for coal during the year, the general storekeeper has to give his certificate that the coal has been delivered?—Yes; but the plan adopted in the past has been only to weigh an occasional car, and thus check the weights.

3339. When a tender is filled up with coal at a station, at Halifax for instance, is there any check on the amount that is put into the tender?—Trolleys of one ton capacity are used for supplying engines with coal. It all passes into these ton trolleys to the tender, and a receipt is taken by the fuel man from the engine driver of the amount of coal supplied the engine, and these receipts are forwarded to the mechanical department.

3340. And you have a check of the tonnage that goes out to the engines?—Yes.

3341. And if you allowed the shed to run dry altogether, you could know whether the proper amount had been accounted for?—Yes, approximately. Sometimes there is a shortage to be accounted for; there is always some leakage.

3342. In regard to the small roads that are feeders, do you ever have any trouble in collecting your share of the receipts from them?—Sometimes. We have some trouble at the present time. The Eastern Railway Company is in arrears, that is the road from Chatham to Fredericton. They have owed the Intercolonial Railway for some time a sum of about \$8,000, which we have had some difficulty in collecting; indeed it is not yet all collected.

3343. Sometimes you do repairs for them in your repair shops?—No; we have refused for some years to do that for them. Many years ago it was done, but a stop was put to it, as in some cases we could not collect the accounts.

3344. But you do make some losses through these local roads?—Yes, some losses have occurred. The Elgin and Petitediac road, the Spring Hill and Parrsboro' road, both failed to pay their accounts, and up to this time we have not succeeded in collecting the amount. If any of them get behind a month we shut down on them, and will give them no more credit until they do pay up.

3345. But if you have these claims, do you consider them as losses and write them off as bad debts?—No, we keep them in the open accounts, so that if an opportunity offers of getting it out of them we do it. For instance, the St. Martin's road owed us some \$4,000. It looked like a hopelessly bad debt for years. Finally they wanted some privilege, and the Minister made it one of the conditions that they first pay their account, which they did.

3346. On the whole, these lines are rather an advantage to you?—Yes, they are mostly feeders to the Intercolonial Railway.

3347. And if you make some losses you have some gains?—Yes, and we are strict with the roads which we think may not be in a position to pay. In such cases we make them pay back charges before we hand over the freight to them.

3348. Have you any suggestions to make with a view of increasing the efficiency and economy of your service?—I am going down to Moncton to-day with a view to making recommendations.

Memo.

COAL supplied to the Intercolonial Railway in 1890-91, and amount paid therefor, 231,312 tons, for which was paid \$507,572.45. Memo. of the prices paid for coal by the public at

	Lump Coal.	Nut Coal.	Culm Coal.
Vale, Albion, Drummond.....	\$2 25	\$2 00	\$1 00
Acadia	2 50	2 00	1 00
Joggins.....	2 75	2 00	1 00
Spring Hill	3 10	2 00	1 00

The above are, I understand, for the coal delivered at the junction of the coal mines railway with the Intercolonial Railway, and the ton is 2,240 pounds.

(Sgd.) COLLINGWOOD SCHREIBER.

COL. WALKER POWELL, Adjutant General of Militia, was examined.

I was Deputy Adjutant General of the Militia from 1862, and have been Adjutant General since, 1875

3349. You have been chief Canadian military officer since 1862?—Yes.

3350. A part of the militia staff is under your direction and control?—Yes, the outside militia service is under direction of the general officer commanding when here.

3351. And part of the clerical staff, although they are under Col. Panet, in one sense, yet they assist you in controlling the work of the outside service?—Yes, I suppose you may say that, they are under my direction at Ottawa.

3352. The service you control is distinct from the Civil Service?—Entirely separate. Our officers are in connection with the department for convenience.

3353. So far as the Ottawa service is concerned, which is the matter in which we are immediately looking into, you do not think your staff is too large?—No.

3354. You find them all competent?—Yes, all the staff are competent.

3355. Have you any inefficient men?—There is one of them getting up in years; he will have to go soon. But I am only speaking for four.

3356. Have you prepared answers to the printed questions sent out to you?—Yes, but only the portion of them I care to deal with. I do not deal with the general subject, but only with those portions that concern me.

3357. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—So far as this branch is concerned, the usefulness of the Civil Service Examiners is confined to examinations into the literary qualifications for duty of the civil servants. This board does not examine in military subjects.

3358. Can you give an idea of what you think a Civil Service Board ought to be?—No, because a Civil Service Board under any circumstances could not benefit our people. The literary promotion examination would be a benefit, because it would induce men to read up.

3359. 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?—Appointments to this branch should not be the result of competitive examinations. The number employed is at present limited to four clerks. Each person should therefore be fitted for the duties he is required to perform. The existing specified ages seem suitable.

3360. Should there be any third-class clerks at all; if so, what should be the limitation as to salary?—Is the present maximum—\$1,000—too high? Should there be an intermediate class ranking lower than second and higher than third?—I think no clerk should be appointed to this office whose pay is under \$2 per diem. He should possess military qualifications, that is, he should be acquainted with the details of military service, and the mode of conducting its affairs in so far as they relate to the duties of his appointment. The force is old enough to require this.

3361. 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?—Optional subjects, if added by the Civil Service examiners, will not likely add to the technical knowledge needed by employees in this branch.

3362. Are recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—All recommendations for increase of salary are made only after due consideration.

3363. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—I see no objection to an annual date at which salaries on first appointments should take effect, provided adequate daily pay from date of appointment is given.

3364. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—The literary examination of those in the inside service should be general. The technical ones for both inside and outside service should be special. The latter are now provided for in the military college and schools of military instruction.

3365. 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 appointments of clerks in the inside and of officers in the outside services is made by the Governor General in Council upon the recommendation of the Minister of Militia.

3366. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations in both the inside and outside service would prove beneficial. They would insure the knowledge needed for passing and for the performance of necessary work.

3367. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I do not see any advantage which would result from making annual returns of possible vacancies to the Civil Service Board. They do not make appointments to fill them.

3368. 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?—A fixed number of marks for pass should be required, but the examinations should not be competitive in any particular branch. Promotions should follow qualification for the required duties. It would be useless to expect that gentlemen who have passed the best literary examination should have first vacancies. They might be utterly unqualified in other respects for special services. The promotion of clerks in this branch has been interfered with and delayed by making the promotions departmental. For instance, a clerk in this branch is included amongst those in the store branch for promotion, and a clerk in the accountant branch is rated on the strength of this branch, although he has never served in it. The clerk who has served longest in this branch—30 years—has remained in a lower grade than he should be, for the reason that only one first-class clerk is allowed, and that one was transferred from

another branch to fill a vacancy which had occurred. As now constituted, this branch should have two first-class clerks, so that the employee referred to could be one of them.

3369. Should not promotions be made by Order in Council?—Promotions should be made by Order in Council, and upon certificates from responsible officers, and departmental recommendations.

3370. Did the head of the department ever reject any man who has been promoted?—I am not aware of any rejection after promotion.

3371. Should not exchanges of position be made on the report of the deputy heads of the departments concerned?—There is no objection to exchanges, provided they are beneficial to the public interest involved. The deputies should always be consulted before exchanges are made, otherwise it might interfere materially with one branch or the other. It might take a good man from one place and send him to another where he would be utterly unfit, while he may be a good man where he is.

3372. Should the temporary clerk or writer class be extended, or limited or abolished?—Temporary clerks should be employed only when necessary.

3373. Have you given any thought as to the desirability of having a junior division or boy copyist class?—A boy copyist class would not likely prove beneficial to the service.

3374. You do not recommend the creation of such a class?—I do not.

3375. State generally your views as to the expediency of having a high grade permanent staff and a lower grade writer and boy copyist classes?—If the permanent staff is fitted for the work it has to perform, and copying is needed, it should be done specially, not by the creation of a class of men, women or boys, which might, if created, be frequently without employment in that capacity.

3376. Under the present system, in what manner do you ascertain the necessity of the employment of extra clerks?—No extra clerks have been employed in this branch recently. One was taken on to perform the extra labour caused by the rebellion in the North-West Territories in 1885, but he was discharged as soon as his work was finished.

3377. 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 extra clerk I speak of was not selected, so far as I am aware, from any list of passed candidates, but was employed because, being fitted for the work, he was immediately available. The officer in charge of a branch should be capable of deciding when extra clerks are needed.

3378. 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 branch.

3379. 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 do not see any reason to change the existing period of leave for clerks in the inside service, provided the leave can be carried out without detriment to the service. All persons in sedentary employment should have leave. It is necessary for their health, and the service benefits in many ways by their having it. They are able to do more and better work by reason of it, and they generally come back to work fortified by experience which adds to their usefulness.

3380. Should not leave of absence be compulsory?—I think leave of absence should be compulsory.

3381. Should there be a limit, and if so what, in the case of leave on account of sickness?—If a clerk is afflicted by illness he should be granted necessary leave without deductions from his salary while he is necessarily absent.

3382. 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 branch is not suffering from leave of absence on account of sickness or otherwise.

3383. Should there be a system of fines for small offences?—I do not approve of fines for small offences.

3384. 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 clerks in this branch, who belong to the Civil Service, sign the attendance book of the department. The officers who do not belong to that service do not sign. The duties of the clerks are so onerous as to require every one to be present on time.

3385. Have any difficulties in the conduct of the business of your department arisen out of the provisions of the Civil Service Act?—I am not aware of any difficulty in the conduct of business under the Civil Service Act, nor, so far as I know, has any change occurred in the character of the service.

3386. 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?—The only first class clerk in this branch has attained the age of sixty-six and two-thirds years.

3387. Are the number of persons employed in your department out of proportion to the increase of work?—The number employed is not out of proportion to the work.

3388. Have you any suggestions to make more particularly in connection with any rules laid down under the existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—No.

3389. 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?—I am not aware of any check upon the admission of ineligible candidates for employment, other than that possessed by the Governor General in Council. Length of service only should not count for promotion after appointment. None should be either appointed or promoted unless qualified.

3390. Is it desirable for officials to sign the attendance book when leaving the department for any purposes?—If officials in the inside service have permission to leave the department for the day or part of a day, I do not think it necessary for them to sign an attendance book when they leave or return.

3391. In your opinion, are the office hours, 9.30 a.m. to 4 p.m. sufficiently long, or could they be extended in your department with advantage?—The hours from 9.30 to 4 are sufficiently long for the purposes of this branch. If faithful work is performed the office hours should not exceed those from 9.30 a.m. to 4 p.m. A clerk who is constantly employed in sedentary work, and does not take enough exercise in the open air, rapidly deteriorates. His life is shortened and his office work is less efficiently performed. I think no person should be confined continuously to office work during more than six and a-half hours per diem. If there are not enough employees to complete the daily work within those hours, the number of employees should be increased. An extension of hours is not, in my opinion, necessary, nor would such extension result in more work being done. Everything depends upon the work being carried out methodically. Without method departmental work cannot prove satisfactory. A proper distribution, proper example, and supervision, will ensure the best results. Physical fitness should form one of the tests before appointment. No one should be appointed who is physically unfit, whatever his attainments or claims may be. If an employee becomes unfit for duty, without any fault of his own, whilst employed in the public service, he should be retired under the Superannuation Act, or by gratuity, as may be preferred, whichever will be most in his interest.

3392. You think that 9.30 a.m. ought to be 9.30 in practice?—Well, it does not really make any difference to us if one of our men is there at 9.30, who opens the letters; the others may come at 9.45.

3393. Have any abuses prevailed in your department as to the length of working hours?—No abuses have recently occurred as to the length of working hours.

3394. Is it desirable that the officials should leave the department for luncheon?—I do not approve of employees leaving the department for luncheon unless they are physically unfit for work without it.

3395. 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 person leaves this branch for luncheon. As a rule, leaving the department for luncheon, if the employee is physically fit for work, interferes materially with his efficiency. No addition to his office hours will, in my opinion, make good the demoralization which follows going out for luncheon regularly. When an employee is likely to be permanently unfit for work unless he goes out for luncheon he should be superannuated if entitled to it; if not entitled, he should not be kept on the strength.

3396. Do your officers then remain continuously without taking a lunch at all?—They bring their luncheon with them.

3397. If they choose to go out for luncheon and stay an hour, would that make any difference in their work?—I am not so sure about that. They do not go. If a man is not physically fit for his work there is no objection to his going out, because it may be an advantage to his health to go; but if a man is fit for his work he must bring a luncheon. If they go out at 12 o'clock you never can tell when they will come in. In our work from 12 to 2 is the busiest portion of the day. I do not agree with the plan of having an hour for luncheon and then extend the length of the working day. I do not believe it is suitable for the service to appoint a man who is physically unfit, simply because he has political friends in the country; when such a man comes into the office he is not only unable to do his own work but he interferes with the work of all the rest, and gives a bad example.

3398. Are you aware that within the last six months an Order in Council has been passed that any man appointed to a permanent position must produce a medical certificate to show that he is in good health?—No. It has never come under my observation. Our people are all healthy and have been doing their work. They are physically as good a lot as you can find.

3399. In your department, are the officials generally aware of the Treasury Board Minute of the 28th January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I would not like to say that appointments have been made in our department from political influence; but I have seen it in the Service.

3400. In your opinion, is a Superannuation Act necessary in the interests 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 in your department?—I think a Superannuation or Pension Act necessary, and that it should apply to all classes employed in the public service. In Great Britain provision is made for the retirement on pensions or otherwise of officers in the military service, after specified periods and within specified ages. At present, however, no provision has been made for the superannuation on pension or otherwise of the staff and officers of the permanent militia. The nature of their service severs them from other pursuits during the best years of their lives; and so far as I can see, the same reason exists here as led to the adoption of the existing system in Great Britain. The ages for retirement should differ from those in the Civil Service, and the officers should be allowed to retire at any time after specified service. If he has served less than the regulated number of years he should not be entitled to either pension or allowance. The country is old enough to permit its rulers to see that a permanent force will be hereafter necessary to aid in maintaining law and order. It should, in my opinion, make suitable provision for such a service. It cannot expect the officers and men to take kindly to the work unless they know that specified service will be rewarded by such retiring allowances or pensions as the nature and duration of their occupations should entitle them to receive. Provision has already been made for pensions for the North-West Mounted Police. As many persons will give evidence relating to the operation of the Civil Service Superannuation Act, I prefer to leave the replies to the questions raised for them to answer. I, however, make the following observations: The superannuation allowance granted to individuals in the Civil Service is not what it should be. The provision, it seems to me, ought to be for the family of a married employee, or for both the employee and his family

if needful. Every male employee ought to provide for the subsistence of himself and family during his life time after end of service outside of the regulated superannuation allowance, but if he is not, the superannuation might be divided, one moiety for the individual during his life, the other for his family after his death.

3401. Do you consider it proper that abatement for superannuation purposes be deducted from the salary?—An abatement might be made from his salary during service for the moiety payable to him, and a money payment in the nature of a life insurance would provide the moiety for the family. The provisions should not be the same for all, but in proportion to salary, unless the employee can provide for a larger sum by paying the required premium of insurance. The necessity for some such provision seems apparent, for the reason that employment in the Civil Service differs from that in the outside world. An employee frequently finds his salary too limited for the current requirements of himself and family, but as he is cut off from earning an addition to that salary by participation in the occupations of civil life, he ought to make provision for the future by such savings as may be possible during his life time, in order to prevent such members of his family as cannot earn a livelihood for themselves from becoming a charge upon either the public or their relations after his death.

3402. 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 seems to me that an employee superannuated before sixty might be called back for any work he is fitted for up to the age of sixty—or up to sixty-five, provided the nature of the employment is agreeable to him, and is special and temporary.

3403. Do you consider it would be desirable in the interest of the public service to provide that if no superannuation takes place through death or any other cause, the official or his representatives should be reimbursed for the abatement deducted from the salary?—I do not concur in the desire expressed by some that in cases where an employee dies before superannuation all sums deducted from his pay should be refunded with interest for the benefit of his family. The superannuation scheme, as I understand it, is in the nature, to some extent, of life insurance; the deductions are made for the purpose of accumulating a fund from which superannuation allowances are paid. If the deductions from the salaries of those who do not afterwards receive superannuation allowances are refunded, the contributions to the fund will be from those who are superannuated, and the fund will therefore not likely be large enough to permit the authorized payments to be made. Those who are not superannuated have paid for the risk taken upon their lives by the Government, and are not, in my opinion, entitled to a refund.

3404. You have stated that you would apply this superannuation scheme to your military service as well as to the Civil Service?—Yes, it ought to be.

3405. On the ground that in England and other countries members of the military service are entitled to pensions and receive pensions?—Always.

3406. Is not that in England greatly owing to the fact that the army is sent to all quarters of the world, sometimes to Canada; and sometimes to Hong Kong, so that officers experience great vicissitudes of climate?—If Great Britain had failed to give a superannuation they call it pension there; if they had failed to give a pension, or to give a certain sum of money for certain services, they would have difficulty in getting persons to serve in the army. These people join on a rate of pay that is inadequate. Indeed it would be impossible for them to live on it; but they supplement it and serve in the hope that by and by they will be entitled to pensions. Pension in the army is in reality deferred pay?—It is really deferred pay; but it is grouped into a large sum, so that after twelve or fifteen years service an officer might be allowed to choose whether he would take it as an allowance or take it as a pension. Unless there is some provision of that kind for military service in Canada we cannot keep up our service efficiently. It is all very well at first when the people are moved to a large extent by patriotic motives, but as the country gets older and these officers who have been serving for a long time get old, without promotion, they see that there is nothing for them; and, therefore, I think it is in the interest of the

Government to establish a pension scheme, so that both officers and men would feel satisfied as they go along. If the country does not want the service, the Government has the remedy, but if it keeps the service going the members of it should have no doubt about the future wants of their families being provided for.

3407. You pay superannuation abatement on \$3,200?—Yes. Virtually the \$3,200 is a salary, although it is called an allowance. My deduction is on the \$3,200.

3408. Have there been any promotions in your department from second and third class to a higher grade?—Not recently, but there is one case in my office, a second-class clerk, which is a little peculiar. He has been there since 1861. He enters all the correspondence and sends out all the correspondence, keeping a record of what comes in and what goes out. He is well fitted for that work. He is not so well fitted to take the correspondence duties of a first-class clerk, because his mind runs in the groove where his present duties are concerned. An officer, who is chief of all the clerks, is required to be more ready to adapt himself to the mixed business of the office. He is as good a clerk as can be found anywhere; it therefore seems hard that he should be so long without promotion. He still remains a second-class clerk, although he has been thirty years in the service.

3409. Before he was promoted he was performing exactly the same duty he is now?—Precisely the same duty.

3410. It is understood that he is not fit to take charge of the correspondence?—No; I should not like him to do that.

3411. If he was promoted he would not be doing any better work for the Government than he is now?—No; but he is doing work for the Government now that the Government could not get done equally well by any other man without a long previous training. He is now fifty-five years old and has a salary of \$1,400. He is one of the most faithful men I know of.

3412. Has he been recommended for promotion?—Over and over again. So far as this man is concerned, politics could not affect him, because he was taken into the department when he was a young man.

3413. Your idea that he should be a first-class clerk is based entirely on his length of service?—I think he should have increased pay, but I cannot properly recommend him for the duties of a first-class clerkship. I think it is one of those cases where an extra amount should be given to him, and that he should not be confined to \$1,400. He has a wife and family and is always at his post. He does not drink and is thoroughly reliable in every sense.

3414. That is a case where, in England, a small addition would be granted to his salary as duty pay?—But they do not do that here.

3415. He does mechanical work; there is no evidence of a great display of mental talent?—I disagree with you. I can easily understand that you might bring in a man from the outside who would be able merely to register letters that come in and those that go out, but you must remember that it is a very difficult thing to keep trace of the whole work of a department, especially in a branch with as large a correspondence as we have got. This man does it all, and if he cannot do his work within hours he always stays after hours. He not only makes the entries in the books, but he has to keep a voluminous index as well. It is very important to have a man of that kind. The time which would be lost in hunting up papers without a man of that kind would be considerable. He possesses great skill of its kind. I speak on his behalf because I think that if anything can be done for him it ought to be. He is a very deserving man in every sense.

3416. 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?—The Department of Militia and Defence has an account branch, a store branch, an architect and an assistant, and a militia branch. The department has a Deputy Minister, who can answer questions relating to the employees of the department, except those in

the militia branch, and as to the clerks in that branch, in all matters relating to classification in the Civil Service, of which they are members.

The Major General commanding the militia is charged by law with the military command and discipline of the militia, and is head of the military branch. Under him at headquarters are his A.D.C., the Adjutant General and the Inspector of Artillery. The branch is attached to the Department of Militia and Defence for convenience of communication, but is entirely separate and distinct in all duties connected with the command and discipline of the militia.

The duties of the Adjutant General are to assist the Major General commanding in all matters relating to the military command and discipline of the militia. He controls and directs the office duties of the civil staff attached to his office, which consists of four clerks, who are members of the Civil Service. He is charged with the custody of all official records relating to command, drill and discipline, and in addition, those relating to organizations, to the appointment, qualification and retirement of officers, to drill sheds, rifle ranges and rifle practice, to schools of military instruction, to boards of examiners, to court martials, to the enrolment and discharge of militia men, the muster of corps and officers for duty, the military college, including examinations for cadetship and admission of cadets. He prepares all commissions for officers of militia, and delivers them to those for whom they are issued; provides and issues all blank forms required for the college, schools and force; also, books of instructions and regulations for use in the service. He makes requisitions for issue from Dominion stores for arms, ammunition and clothing required by the force, and is charged with the custody of supplies whilst in possession of the several corps. As there is no Quartermaster-General, he is also charged with the duties relating to transport, to the quartering of troops, requisitions for the issue of tents, blankets and other stores required for camp and barrack use. He is the channel of official communication on subjects relating to food, forage, fuel and light, claims for compensation for accidents, illness or injuries to men and horses on service, and to the command and discipline of the force in all the minutiae of its various sub-divisions.

General duties of Inspector of Artillery and Officer Commanding Regiment of Canadian Artillery.

1. *Inspector of Artillery.*—Inspection of all corps of Field and Garrison Artillery in the Dominion, except British Columbia; superintendence of annual meetings for gun practice at Kingston and Quebec. These inspections are held during the drill seasons, between June and October, and the Inspector of Artillery is assisted by the Assistant Inspector at Quebec and at Kingston.

2. Inspection of forts, magazines and artillery armament, and stores, &c., at Toronto, Halifax, St. John, Prince Edward Island and Montreal.

3. All correspondence relative to artillery matters, supply of clothing excepted, is forwarded to the Inspector of Artillery.

4. *Officer Commanding Regiment Canadian Artillery.*—Is the medium of communication for all correspondence between the several batteries and artillery schools and headquarters. Is responsible for the nature and system of instruction in the schools, and for their general uniformity in matters of interior economy. Inspects the schools—Victoria, British Columbia excepted—annually, or when considered necessary.

5. In addition to the above general duties, the Inspector of Artillery is frequently called upon to act as member of a board of survey upon articles of clothing and equipment, at headquarters; and is consulted upon the general questions relating to the purchase and supply of ammunition, equipment and so forth. He has no clerical assistance of any sort.

MEMO, showing the nature of the work performed by each person employed in the Adjutant General's Office:—

Lt. Col. Thomas Bacon, first class clerk.—Attends to the correspondence in the Adjutant General's Office, keeps a record of cadets entering the Royal Military College,

and officers, non-commissioned officers and men entering schools of military instruction, attends also to the printing of examination papers of the Royal Military College, and has a general supervision over the work in the Adjutant General's Office under that officer.

Telesphore Chagnon Larose, second class clerk,—Opens, docket, registers, indexes and records all incoming correspondence, and also keeps a record of outgoing letters. The correspondence this year amounts to 8,914 incoming, and 9,384 outgoing letters, or an average of incoming letters, &c., of 743 per mensem, and of outgoing letters, 782.

Major Willis R. S. Wainwright, second class clerk,—Keeps form registers of enlistments and discharges of the men of the permanent corps, and records their attestation papers. Keeps two registers of cadets and graduates of the Royal Military College; keeps register of seniority list of field officers of the active militia, and list of all officers on the retired list; keeps register of all officers of the active militia by corps; keeps register of all drill companies in educational institutions; keeps register of officers of reserve militia corps, and register of certificates of military instruction issued by the several schools; prepares militia general orders for publication, also Annual Militia List, and makes out commissions of officers of militia averaging annually 450.

William James Davidson, third class clerk,—Addresses and mails "General Orders" to staff and all officers of the active militia entitled to receive them, averaging 22,000 per annum, or 1833 monthly; attends to the printing and proof-reading of all forms, &c., issued from the Adjutant General's Office; keeps a record of receipts from printer, and of issues of forms to commandants of Royal Military College and schools of military instruction, to the staff and officers of the Active Militia, and keeps a record thereof in books kept for that purpose; keeps a record also of all monthly, semi-monthly and weekly returns from the commandants of military schools; sends out annual military reports, militia lists, and all publications issued from the Adjutant General's Office to the Active Militia, keeping record thereof.

3417. Give a general idea of the method employed in the collection and deposit of public money by your department?—All payments due to Government which passes through this branch are by certificates of deposit to credit of Receiver General. They are transmitted, as received, to the Department of Militia and Defence. No public money except their salaries passes, through the hands of any person employed in the headquarters portion of the military branch.

3418. What system of purchase is adopted in your department?—Nothing is purchased for the public by the branch at headquarters. Purchases by the outside service are made when necessary upon authority of approved departmental requisitions obtained in advance, which give a detail of articles and prices.

3419. What is the system followed in the issue and receipt of stores?—No stores except books of military instruction are received from contractors or issued by this branch.

3420. In addition to his salary is any official in your department in receipt of any additional allowance or perquisites, and if so, please state the particulars?—Except the Adjutant General, who receives an allowance of \$600 in addition to his salary of \$2,600, no allowance or perquisite is made to any person.

3421. 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 does not seem possible to make the expenditure for clerks salaries less than it is; indeed it is now less than it ought to be.

3422. In your department have any abuses prevailed in connection with the supervision of payments?—I am not aware of any abuses in connection with the supervision of payment.

3423. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I have no suggestions to make.

3424. In 1880 you state that you were the channel of communication between the military college, the schools of gunnery and the department?—I have noted in this paper the duties that I discharge now.

3425. In the absence of the Major General commanding the militia, you command the force?—Certainly.

3426. What is the term of the Major General?—During pleasure. It is five years if he is a military officer, the Imperial Government has fixed the term. He is loaned to Canada for this duty, the service is counted in place of the staff duty he is required to perform during his period of service.

3427. As a rule during the last twenty-five years, they have not held office longer than five years?—No, one of them went a little over five years, but none of the others have gone up to five years.

3428. There is very often a blank between the departure of one and the arrival of another? And when the officer is on leave?—Often.

3429. And you *ipso facto* command the force during the intervals?—Yes. The department refused, however, to pay me for those services, and I never got anything but once. Under the Civil Service Act, if that act had applied, being the superior officer commanding, I would have been entitled to the difference of pay between the Major General's salary and mine; but the service was military, for which the pay, under the Civil Service Act, was not available.

3430. That is abrogated now?—When I made application for it the second time, the Auditor General wrote a letter and said I did not belong to the Civil Service, and, therefore, was not entitled to claim anything.

3431. But still you command the force during those vacancies?—I have done so in the past since 1867.

3432. You have twelve military districts in Canada?—Twelve.

3433. Can you tell off-hand what is the strength of the Active Militia in the Dominion?—About 37,600.

3434. It has fallen off since 1881, when it was 44,000?—No; it fell off in 1875 or 1876 by the reduction of thirteen men per company made by the Government, to bring the strength within the estimates for pay.

3435. Are all these men who are on the Active Militia force liable to be called out once a year?—Yes, for twelve days' drill; but they are liable to be called for duty whenever required.

3436. We have heard the figures given of our volunteer force which ran up to the hundreds of thousands? What is the meaning of these large figures?—These are the militia of the country. Every able-bodied man from 18 to 45 is a militiaman.

3437. These 37,600 are men who are actually put into uniform and perform duties?—Yes.

3438. But you have not money enough to drill them all in one year?—No.

3439. The system of military districts is analogous to the system in England, where there is a south-western force, and a south-eastern force, and so on?—Yes; the same in principle.

3440. Your military districts are four in Ontario, three in Quebec, and one each in Nova Scotia, New Brunswick, Prince Edward Island, Manitoba and British Columbia?—Yes; but the Prince Edward Island and the Nova Scotia Districts are joined together, and one deputy adjutant general manages the two districts. Districts 3 and 4 are managed by one deputy adjutant general. There are not more than ten deputy adjutants general. One of them is also commandant of the schools in British Columbia, and there are several of them who are commandants of schools in other provinces. The Deputy Adjutant General of No. 1 District, who has his headquarters at London, Ontario, is one; the one at Toronto is another; the one at St. John's, Quebec, is another; then there is Lt.-Col. Maunsell, who has Fredericton, District No. 8—these men are all commandants of schools and deputy adjutants general. That is 1, 2, 6 and 8. Prince Edward Island and Nova Scotia are united. British Columbia includes Vancouver Island.

3441. In addition to these deputy adjutants general you have brigade majors?—Yes.

3442. Is there one in each district also?—No.

3443. How many brigade majors are there?—There is one in the London district, one in the Toronto district, two at Montreal, one at Quebec, one in Nova Scotia and Prince Edward Island. There are seven brigade majors.

3444. Are there also district paymasters?—Yes; the district paymasters and the storekeepers are combined. There must be one in each district, except that Prince Edward Island and Nova Scotia are combined, and there is one each for this district and the Kingston district. There is only one paymaster at Montreal for districts 5 and 6. Wherever the districts are close together, as in Montreal, one answers for the two districts.

3445. Then the deputy adjutants general, the brigade majors, the district paymasters and military storekeepers, are all part of the force?—Yes; but these men, the storekeepers and paymasters, are not altogether under the military branch. For instance, when they draw money for issue to the force, they make requisitions directly upon the head office, and the money portion is controlled by the Minister or deputy minister. All we require a paymaster to do is to pay the force according to the general orders of the militia.

3446. What does the Deputy Adjutant General do?—He commands the force in his district, and has general supervision over everything that is carried on in it, he makes periodical inspections of the arms, accoutrements and equipments in possession of all the companies of militia, and looks after their drill sheds and rifle ranges. He has also the correspondence connected with his district, whatever it may be.

3447. And the brigade major assists him?—The brigade major assists him if he has one.

3448. The brigade major has no distinctive duties of his own?—Oh, yes; he has to make periodical inspections of the arms, accoutrements and equipments in possession of every company twice a year, and to assist in carrying on the drill and duties of each year.

3449. In times of peace, do you use both officers?—We do in a large district.

3450. Is there any district where the active strength is over 6,000 men?—Yes; I think so.

3451. Deducting the quota, the No. 1 district, then, has 5,376?—No. 2 is the largest district with 6,545.

3452. Then if the whole force has decreased from 44,000 to 37,000, and No. 2 still keeps up its 7,800, others must have been reduced considerably?—I do not think there are as many as 7,800 in No. 2 district now, but there are over 6,500. The Militia List will give you the exact figures.

3453. Can you tell in round numbers what is the active strength in Manitoba?—In Manitoba we drill the 90th battalion, the field battery and the troop of cavalry, about 400 men in all.

3454. Have you a deputy adjutant general there?—Yes.

3455. And a brigade major?—No; we have no brigade major, but we have an officer who does almost all the duties of a brigade major.

3456. Have you a storekeeper there?—Yes.

3457. You have these three men to look after 400 men?—No; I do not like to put it in that light. They have an immense territory to overlook, and must be available to do needful work. If a fresh man had to be sent there in an emergency, such, for instance, as occurred in 1885, without previous knowledge of the district, he would cost more money in a few days than all this staff would cost in fifty years.

3458. If an *émeute* arose?—It would cost a good deal of money.

3459. In addition to the force named, there are two rural battalions?—Yes.

3460. These are in addition to the 400 men you speak of?—Yes.

3461. Then you have a volunteer element, as it were, but that does not present itself now?—They are all picked young men, active fellows that are fit to grapple with anything.

3462. What we want to know is whether one officer in each district can keep all these threads in his hand and do all the work?—I would not like to say that it could not be done for Manitoba and the Territories.

3463. Would you say so for any other district, in which the staff could be reduced ?—I do not think so.

3464. You mentioned just now about requisitions ; those requisitions come from the corps to the deputy adjutant generals and then to you ?—Yes. The deputy adjutant generals are the men who make out the requisitions : they do not come from the corps as a rule. Whenever a permanent corps require a money expenditure they make the requisition and send it direct to headquarters for transmission.

3465. When the 43rd wants uniforms what process is taken ?—The commanding officer of the corps writes a letter to the deputy adjutant general of the district, or the brigade major, if there is one, and it comes direct to Ottawa.

3466. Then you send it to the Supply branch ?—It is distributed where it belongs, for action.

3467. You send to the directors of stores and he sends to the deputy minister ?—Yes, he takes them in his hands for approval.

3468. We understood last night that when the 43rd wanted new uniforms the colonel writes to the deputy adjutant general of the district who writes to you ?—Yes.

3469. Does the major general come in anywhere ?—No, he has nothing to do with it. He holds his adjutant general responsible. When the requisition reaches me I send it to the Director of Stores for issue.

3470. Suppose they required new clothing and there was no money to buy it ?—They are entitled to get their clothing periodically.

3471. These things to your knowledge go to the Deputy Minister of Militia, and all these requisitions are registered ?—I do not think they register any of them ; they are registered in the Militia branch.

3472. But what do they go to the deputy minister for at all ?—Because he wants to have control over it.

3473. When the director of stores issues anything, he notifies you again ?—No, he sends the requisition to the stores, the articles are made up into packages and addressed to the proper person. One of his officers notifies the officer to whom the articles are sent that such and such things have been sent to him.

3474. It does not go back to you ?—No, we have nothing to do with it ; after it is approved in the first instance.

3475. Are corps entitled every two years to new uniforms ?—If they drill every year they are entitled to new tunics every four years, and trousers every three years.

3476. The store department keeps an account of each battalion ?—They keep a record of everything that is issued to the corps. The store-keeper has a large book in which every corps is named, with a page for each corps. He charges in that book the different articles they have had issued to them. That goes on from year to year, and periodically he totals the amounts to see how they stand. Every six months these articles are inspected in the district by the brigade major, who sends in a plain statement to the Military branch, showing how many articles he has found in the possession of the corps and we compare them with the accounts of director of stores. For instance, a commanding officer reports that he is short of accoutrements, he says he is short of many waist belts. We go to the director of stores and find out how many waist belts he ought to have in his possession, then he has to account to us for whatever deficiency there may be. If we find that he has less than he should have, he has to pay for them.

3477. You see what things ought to be in their possession ?—Yes.

3478. Supposing a rural battalion sends in for their periodical issue of uniforms, asking for 42, the usual number in each company, whereas in fact there may be only 35 men in the company ?—We are bound to keep 42 ready for service. The captain has to get a certificate from the brigade major and the deputy adjutant general to show that these articles have been properly applied to public service, and he has to state how many days drill they have gone through since they had the last issue.

3479. If there are only 35 men, do you invariably send the full number of 42 ?—We are not bound to do so if there are only 35 men in the corps.

3480. But if it does so happen, do you allow the full number?—I do not think so. I am rather inclined to think, even supposing that state of affairs to exist, they would have great difficulty in getting new uniforms for more than the actual number of men. A battalion is supposed to serve three years, but the service of every man does not expire on the same date. If these men have gone into camp twice and their three years have expired, the difficulty with him is to make his list show four years when his men are only recruited for three years.

3481. What do the volunteers do with their clothing when they go away from camp? Do they keep it in their own houses?—Most of them do. There are a few battalions where the men can keep them in regimental stores. It entails, however, expense to the regiment to do that. I think, as a matter of fact, in most cases, in the country especially, the volunteer takes his uniform and his waist-belt home with him, but he leaves his rifle and his cross-belt and scabbard in armoury. It is almost impossible to get them out to drill when they are required to come in plain clothes. The armouries are small, and there is no place for them to put their ordinary clothing where it could be safely kept while he is in uniform. It is therefore an economy to allow them to take these things home with them. The men have to account for them to their commanding officer who takes the responsibility.

3482. How long does a uniform last?—Four years for a tunic and three years for the trousers. The greatcoats have to be properly accounted for, and are only replaced when they are worn out. Generally speaking, they get new ones every five or eight years, sometimes ten years.

3483. You do not allow them to take their arms?—No, we keep those under supervision all the time.

3484. Do you experience any difficulty in getting volunteers?—None whatever.

3485. In every portion of the country?—I would not like to say that, but so far we have had no difficulty in getting all the volunteers that the law would allow us to have. If we do not get them where we want them, we get them somewhere else.

3486. How much do you pay them?—Under the present arrangement they have twelve days drill, for which they get fifty cents a day. When in camp they are subsisted and lodged in tents in addition.

3487. In your department, you do not purchase clothing?—No. That is under the supervision of the Minister direct, through the director of stores. The Minister himself makes the contract.

3488. Who designs the clothing?—We copy, as a rule, from the Imperial army clothing.

3489. Supposing they make changes or improvements?—We follow them if we can. When I joined the department in 1862, the prevailing taste in the west was for green or grey. It was then almost impossible to get men to wear a red coat. No such difficulty exists now.

3490. Then you do not think that the process of issuing stores could be simplified?—No. We have simplified it as much as we dared, you will find that the checks are all necessary. The Deputy Adjutant General has command of the militia in his district. In case of emergency he draws direct upon the district stores for necessary articles of equipment, and reports what he has done to headquarters. In all other cases he follows the regulations and asks for the issue before it is made.

3491. Then you do not think that this paraphernalia, this staff of deputy adjutant generals, brigade majors, store-keepers, and all that, in each military district, could be lessened in any way?—I do not think so. I would not like to stay at headquarters if it were done, and have a force of 37,000 men to look after.

3492. A camp is held in each district yearly?—Yes.

3493. And about half the active strength of the militia are drilled?—Yes. All the city corps at their headquarters, and about one-third of the rural corps in camps of exercise.

3494. According to the Auditor General's report, the cost of these camps in 1889-90 was \$265,000?—It is not all for camps. The 10,000 city corps are paid from that fund, they drill at their headquarters.

3495. The annual drill, either at headquarters or in camp, takes \$265,000 a year?—Exactly.

3496. Do not the citizen volunteers go out to camp?—No, they could not do so now. They used to it when there was a necessity for it, but as soon as the necessity ceased to exist, the employers of labour said: we will not let our men leave their work for this purpose. If you take the battalion from its headquarters for drill, you depopulate some places of business. Each battalion is made up of businessmen, bankers, lawyers and others.

3497. Is it not a necessary part of the volunteer's education to go into camp?—It ought to be. One of the advantages in the cities, however, is that a battalion may muster every day if it wants to. A rural battalion cannot be so easily mustered for the reason that the men live many miles apart.

3498. Is not camp life, so to speak, one of the essential conditions of a soldier's life, and one that a soldier ought to learn thoroughly?—He goes through everything in the drills of the city battalion, except transport and camp life. Transport of men of rural corps from their homes to the camp is an essential portion of their drill.

3499. Deducting the city corps, the average is about 20,000 men who take their annual drill in camp?—No, it does not average as much as that. We cannot drill more than 20,000 men all told; of these, 10,000 are city corps and 10,000 are rural corps. We can only drill about one-third of the rural corps every year. The city corps drill every year.

3500. Ten thousand you drill in camp?—Yes, a little over a third.

3501. Then grouping the battalions in Prince Edward Island and Nova Scotia, you have eleven camps?—As a matter of fact, the Prince Edward Island men are not sent out of the Island.

3502. Then you have twelve camps, with 12,000 men in all?—No; about eight camps.

3503. You have four districts in Ontario and three in Quebec?—Yes.

3504. Would it not tend to efficiency and economy if there could be a greater grouping of camps?—I do not think so. It would be impossible to send a large number of men into a camp in the hope that they are going to be trained beneficially, unless there is a staff large enough to insure it.

3505. Are there any strategic considerations in having a military school in Quebec and one in Kingston?—Yes.

3506. You think, then, that the camp business could not be carried on more efficiently or economically?—I do not think so. The camps are as economically managed as they can be.

3507. You are the father of the idea of the Military College?—I would not like to say I was the father of it. I was glad to see it established.

3508. You presided at its cradle, you took a great deal of interest in it?—Yes, and have continued to take that interest ever since the college was established in 1876.

3509. Four years ago, there were between 70 and 80 cadets there?—Yes.

3510. There are now 58?—I think so.

3511. At all events the number dropped 25 per cent in four years?—Yes.

3512. How many companies are there now in the college?—The same number of companies, I think two.

3513. At all events a lesser number of cadets must of necessity be without stripes now than before?—Yes. One of the reasons why the number in the college has been reduced is in consequence of there not being proper accommodations for them. There were at one time as many as a hundred cadets in the college, because in the early days of the institution the educational building was used for extra cadets, and 25 or 26 lodged in the north building. When the college had attained its full capacity the rooms in the north building had to be appropriated for educational purposes. All the rooms in that building are now occupied, either by professors, for school rooms, or for something connected with the business of the college. The cadets occupy the dormitory proper, and that is only intended for about 60, giving each one room.

3514. Four years ago a certain number of them had to double up?—Yes.
3515. And the number has been reduced from some where between 70 and 80, to 58?—Yes.
3516. The fees have lately been increased?—Yes.
3517. To the extent of \$100?—Well, the college was originally intended to be free. The fees are now \$200.
3518. It is \$350, is it not?—The Government only get \$200.
3519. It is \$200 for the tuition, and \$150 for the maintenance?—I do not agree with you here, that is not what it is.
3520. But the parent of the cadet pays \$350 a year?—\$150 is his own money. Every cadet who goes there pays the first year \$200 in reduction of the cost of tuition, board, etc. Out of the other portion of his payment, \$150, he buys everything he wants in the way of equipment at cost. The \$200 is his own money, and the balance is accounted for to him at the end of every month.
3521. It is virtually spent?—Yes; he usually spends it all. The plan adopted insures the possession of similar articles by all at the lowest possible cost. If each one was allowed to buy what he chose, and where he had a mind to, uniformity in dress and equipment could not be secured.
3522. The parents of the cadet have generally to supplement that sum in some way or other?—Even supposing they do, the amount is small for all purposes. The extra items are for civilian clothing, transport from his home to the college and return, and for pocket money. This expenditure is not the same for all, and is regulated by the parents.
3523. May not this increase of a hundred dollars have some effect in discouraging cadets this last year from entering the college?—Yes, it has doubtless done so, and has resulted in securing cadets from those who can afford to pay.
3524. In fact only 11 recruits went up this last year?—I do not think that the money payment was the whole cause. There are a great many things to be considered. When the education was free, every person in the country competed, now only those who can afford to pay, compete. But there can be little doubt that every vacancy would be filled if parents were aware that vacancies existed. I do not anticipate a falling off in the attendance, and think that the whole maximum number will be forthcoming as soon as the barrack or dormitory accommodation is provided to give each one a room. The education is excellent and the staff is thoroughly competent for the work.
3525. As a matter of fact in 1887, 25 cadets joined the college?—24 joined, but 25 passed the entrance examination: only 24 would be accepted.
3526. In 1891, 11 cadets joined the college?—We have not advertised in the newspapers. There was no great advantage in advertising because there was only one room each for about 60 cadets.
3527. But you could take in one hundred if they sought admission?—No, we could not under existing circumstances. More dormitory accommodation must be provided before that number can be taken.
3528. But you have taken 80 in?—I explained the reason why we did so; because we had some of them in the north building which is now appropriated for educational purposes, and some were doubled up in rooms in the existing barrack, east block.
3529. Every one has a separate room now?—We hope so, but I do not think the strength of the college will be increased beyond that, so long as there are only 62 or 63 rooms available.
3530. That rule was in existence four years ago?—Yes.
3531. But the same reason would have prevailed four years ago as now, and it was in fact the same?—I have no doubt there is much in what you say.
3532. Is there not another reason why the college has failed to attract public sympathy arising from the fact that the cadets have no prospect, unless they have strong political influence, of entering the public service?—They have the strongest political influence, and excellent qualifications from a public standpoint, but they do not, as a rule, get appointments in the civil branches of the public service.

3533. Some of them have to leave the country and go to the United States?—Very few, and I hope there will be fewer going. Wherever they have gone, however, they are very much sought after.

3534. But it is a great loss to us?—That is very true, but if we had followed the course of making them stay at home, I do not know where we would be now. The country is indebted for much of its progress and prosperity to men who have been educated abroad and come here as immigrants. England has paid the expenses of the education of many of these men, and might say that she does not want them to go to Canada. If some of our young men go away, the higher the education we give them the better it will be for the country. They will occupy higher positions if they are well educated and trained than they would do if not so educated and trained.

3535. But should the country pay for that?—I do not think the country is losing money. \$70,784 is the gross sum expended, less the \$200 paid by each cadet. The net cost last year was \$49,669.

3536. The civil education they get in the college would fit them for what lines of life?—Generally speaking, it fits them to be civil engineers on railways and canals, architecture, hydraulic engineering, mining, etc. The engineers who work on railroads and canals do most of their work in the field. All their surveying and estimation of cuttings and fillings, and everything of that kind, depends upon the civil instruction given in the college.

3537. Could not these graduates be used in the Interior Department?—They could be used in every department.

3538. Our Public Works Department wants such men, does it not?—When Mr. Mackenzie started this college he said that one of the reasons why they only took a limited number of cadets was that they could only provide employment for a limited number in the public service, and he counted upon providing employment for every one that did not get military employment.

3539. That theory has become obsolete?—Yes.

3540. But the original intention in founding the college was that it should be a farming ground for the public service?—Yes. The primary object was to give a high class military education to a specified number of cadets; but as the country only maintains a small regular army, it also provided for an education in other subjects, so that the graduate would earn a subsistence for himself until his military services were ended. The Government of the day hoped that it could employ all the graduates in its various departments, but that hope has not been fulfilled. The graduates are second to none in their capability for service, either military or civil. The institution is a credit to the country.

Wednesday, 13th January, 1892.

Major-General IVOR HERBERT, C.B., called and examined:—

3541. You are the Major General commanding the forces in Canada?—Yes.

3542. You have had some experience in the administration of the Imperial army?—Yes; I have been on the Staff, off and on, for the last ten years.

3543. You have also been attached to one of the Embassies as a military attaché?—Yes.

3544. And consequently you have had some experience in regard to the administration of foreign armies as well as British?—Yes.

3545. In your absence as Major General, the Adjutant General assumes the command?—Yes.

3546. In fact, the department is a sort of miniature "War Office" and miniature "Horse Guards"?—I fancy that was the original design.

3547. In your opinion would it be expedient to abolish one of those offices in view of the small extent of the force in Canada?—I think not. The functions of the Minister's department and the functions of the General Officer's department are wholly

different, and if there is to be efficiency I think it is necessary that the departments should be distinct.

3548. We have been informed that requisitions for supplies from the Civil Department go first to the Deputy Adjutant General, next to the Adjutant General, and then to the director of stores, who refers them to the Deputy Minister of Militia, and we are further informed that this course is necessary, because uniforms, etc., have to be given out from time to time?—I think that is not quite correct. The channel is through the Deputy Adjutant General to the Adjutant General, for recommendation by the General Officer, and from the latter to the Deputy Minister, who disposes of the requisition as he thinks fit. If it is for stores, it goes to the officer in this department who is the director of stores.

3549. In the case of requisitions for uniforms, which have to be supplied periodically, might not the reference to the Deputy Minister of Militia be done away with?—It seems to me that there should be no question of requisition for uniforms. Such a thing should be impossible, and is impossible in the case of every other army in the world, because the issues of uniforms are made periodically. A uniform is calculated to last a certain time; and at the end of that time it is replaced automatically, so to speak. The fact that it has served its time strikes it off the list of stores, and it is replaced without any question of a requisition at all.

3550. Then, this rule, in your opinion is unnecessary?—I think it might be considerably simplified.

3551. Every two years, or whatever the time may be, the uniforms should be issued automatically?—There again a complication arises owing to the training of the militia not being regular. That is probably the reason why the irregularity in issues has crept in, the drill not having been kept up according to the strict intention of the Militia Act.

3552. Then, as the whole force is not drilled every year, there are only certain regiments entitled to the new uniforms?—Yes, but generally speaking, I think the system might be greatly improved, since the administrative principle remains the same.

3553. The division of Canada into military districts is in conformity with the English system, is it not?—Yes, not only the English, but every military organisation requires that responsibility be not over centralized.

3554. In each district, with the exception of one, we have a deputy adjutant general?—Yes, with the exception of two.

3555. And also a brigade major?—Most of the brigade majors' places which have become vacant have not been filled. At present I think we are more than one short, though I could not speak positively as to that. No brigade major has been appointed since I have been here.

3556. In most of the districts, however, there are brigade majors?—Yes.

3557. There are offices combining the district paymaster and the military store-keeper?—Separate offices have been combined in some cases.

3558. Could not the office of brigade major and that of deputy adjutant general be combined?—They are combined in certain cases, but I do not think this works well. I think the extent of these districts necessitates the Deputy Adjutant General having an assistant, though I do not favour the system of brigade majors at all.

3559. What assistance would you give the deputy adjutants general in place of the brigade majors?—I would give them what would be more in the nature of orderly officers, taken from the permanent corps. This would be less expensive and more efficient.

3560. There is an impression abroad that there is too much paraphernalia in the shape of military officials throughout the country?—I do not think that that can be truthfully said as regards the strictly military staff. If the staff are doing all that they ought to do, I think they are doing good work.

3561. The only field work a deputy adjutant general has is during one camp in the year?—He practically exercises all the functions of a commander within his district, especially that of inspection.

3562. But unlike regular troops the militia regiments are not called out daily ; they are only called out for an occasional drill ?—But in case of disturbances you must have an officer who can assume command. This is necessary whenever the militia are called out. As a case in point I may mention that on the occasion of the funeral of Sir John Macdonald last year the militia force here was ordered out, and as there was no other officer to take the command, I had to do so myself. It is obviously necessary, where you have two or three different corps joined together, even if only for a day, that there should be one head.

3563. Do you think that sufficient duties are assigned to the deputy adjutants general to keep them fully employed ?—I think there are plenty of duties, if the duties are properly attended to.

3564. Any way, they must be retained for emergencies which may or may not arise ?—I do not see how you can possibly dispense with them if you are to have efficiency, but I am not prepared to say at present that I am satisfied with the way in which their duties are performed. That is another matter.

3565. But if you were satisfied with the way the duties are performed, the office would be necessary ?—I consider that it is absolutely necessary.

3566. We spend annually about a quarter of a million dollars on the annual camps. Is that money spent efficiently and economically ?—I presume that is a question of Government policy.

3567. As respects paymasters in the district staffs mentioned a moment ago ? I confess I do not see the object of having district paymasters in these days when the transmission of money can be made so easily by means of a cheque. I see no reason why a cheque should not be sent directly from the deputy minister to the person who requires it, without the intermediary of a third person.

3568. We were told of one case in which the office of paymaster was combined with that of the military store-keeper of the district ?—I do not think that can be so. I can quote several instances in which that is not the case.

3569. Is there a store-keeper in each military district ?—Yes.

3570. Could these offices be reduced in any way ? Could any of these district stores be grouped ?—I do not think they could with advantage.

3571. A very large staff is employed in the stores in Ottawa ?—Yes.

3572. Does the store-keeper here belong to the Military branch ?—No.

3573. How is it in England ?—The store-keepers of the militia in England belong to the permanent staff of the militia battalion and are therefore under military control ; and they are not merely store-keepers, but are instructors as well. That is a system which works extremely well.

3574. How are the stores for the standing army kept ? Do they belong to the Quartermaster-General's Department ?—No ; the stores come under the Civil branch, I think.

3575. Then, to be analagous, the stores here would belong to the Civil branch to some extent ?—In a way ; but you must distinguish between supplies or reserve stores, and stores that are in constant use, such as are, in a sense, already issued.

3576. Do you think it would be in the public interest if the Director of Stores were an officer of the military branch rather than the civil ?—I think it would.

3577. You could then have an opportunity of controlling his staff ?—Yes.

3578. It is a very large staff, is it not ?—Yes. Of course, not knowing the working of that branch, I cannot say whether it is unnecessarily large or not.

3579. You do not know how many are employed there ?—I do not. The Ottawa store, which is in a sense a reserve store, might be under the civil branch ; and all district stores, inasmuch as they contain chiefly articles issued for the use of the force, and therefore partake more of the character of expense stores, might be under the military branch.

3580. Do you find that unnecessary stores are purchased, or that unnecessary works are put in hand in consequence of political pressure ?—That is a difficult question to answer. I know there is a proverb that "kissing goes by favour." Similarly the poli-

tical situation in a place where work may have to be performed, may have something to do with the selection of one particular service for accomplishment in preference to another.

3581. Are not the stores required for daily use, such as coal for the Battery at Kingston, bought at retail prices?—I could not say positively. Of course no questions of contract come before me at all.

3582. Reverting to the subject of the annual camps, on which we spend \$250,000 a year, do you think the system could be changed or modified so as to secure a better result with more economy?—I am certain of it.

3583. We are told that the number of cadets at the Military College has decreased within the last four years, from nearly 80 to 58?—Yes, I believe that is so.

3584. And that recently an extra fee of \$100 has been charged; and it has also been suggested that one of the reasons for this decrease in the number of cadets is the fact that there is no prospect of their employment in the public works of Canada?—Yes: I think that is undoubtedly the case.

3585. And also that there is no prospect of their employment in the permanent staff of the militia?—That is certainly the case.

3586. Do you think it advisable that a certain percentage of the engineers employed on the railways, canals and other public works of Canada, and architects employed on public works, and a certain percentage of the staff officers, should be graduates of the Military College?—As regards the military officers, the only ones I can speak of with any authority, in my opinion the vacancies in the permanent corps should be offered for competition at the final examination at the Military College. That is the system pursued in every country in Europe. In that way we get officers who have been educated for the purpose. As regards the other part of the question I can only express a private opinion, which is that I think anybody who employed a Kingston cadet would do wisely, because, so far as I have seen them, they are admirable in every way. I have not come across one who has not turned out well.

3587. The artillery schools and the cavalry and infantry schools cost the country about \$400,000 a year. Without touching a question of policy with reference to these schools, do you think the cost could be lessened in any way?—I do not think these figures accurately represent the cost of the schools.

3588. They are taken from the Auditor General's Report?—Yes; but I think they represent a good many items which are lumped together, and not the actual cost of the maintenance of the military units. If I might explain: First of all, there is the maintenance of the personnel of the battery or company or troop; then there are the officers, non-commissioned officers and men of the active force who are attached; and in addition to that I found in the course of my inspection that there are frequently put on the pay list of those military units, as I may call them, persons who have no connection with them whatever.

3589. May we ask in what way?—The last case was at Quebec, where I found civilian caretakers, whose pay aggregated roughly I think \$75 a month, appearing on the monthly pay-list of B Battery, though they were not only not militiamen, but under no military control whatever. That is why I say that I do not consider that those figures accurately represent the state of affairs.

3590. Does that prevail to any extent, do you think?—I cannot say, beyond the cases I have actually seen. I have noticed that in more than one district.

3591. How are these accounts certified, or how do they pass through the Auditor General's office, with such a state of things existing? The commandant of the School must certify that these men are employed?—I cannot say how it has occurred. It has been a matter of great astonishment to me to find such things existing. I could only explain it as a sort of abuse which has gradually crept in, and with which nobody has considered it his business to interfere.

3592. Are you aware that blank pay-lists are signed by the officers of militia?—Yes: I have had to draw attention to that in the course of my inspections.

3593. Is it at all universal?—I believe it is universal.

3594. Then, it is quite possible that more names may be put on the pay-list than are absolutely found in a company?—I do not think that is likely to occur if the captain of the company does his duty.

3595. Is it the case that the officer certifies the pay-list in blank?—No; the man signs a receipt for the money before he receives the money. That is the universal practice.

3596. Have you called the attention of the Minister to this?—No; I have not, because I think such things have to be dealt with rather largely, as in annual report. These are matters which have come out in the course of my inspection, which I was not aware of before, and I do not suppose that any officer of my department is aware of it at the present moment. In the case I have quoted, I had the names removed from the pay-list by the deputy minister.

3597. What is the relative proportion of officers and non-commissioned officers to men in the English militia and in the Canadian militia?—In an average eight company battalion in the Eng^l militia, the proportion of commissioned officers to privates is 1 to 32, and non-commissioned officers to privates 1 to 10.54. In a similar battalion of Canadian militia the proportion of officers to privates is 1 to 7, and non-commissioned officers to privates 1 to 2.77.

3598. Will you kindly prepare memoranda respecting drill pay and requisitions?—Yes.

(Memorandum I.)

Comparative Cost of Permanent Camps for Rural Militia, and of Camps under the Present System.

1. The following is the system at present pursued, in the annual selection of camping grounds for the rural militia.

Requests are submitted to the Minister of Militia, by members of Parliament or local politicians, on behalf of the localities in which they are interested, with a view to having the camp, and its attendant expenditure, brought to that particular locality. These requests are dealt with, without much consideration as to the suitability, for the purposes of a military camp, of the sites offered. Reports are certainly called for, from the Military branch, but nevertheless requests are acceded to in the face of adverse reports from officers appointed to inspect the sites. Hence we find men encamped on ground which does not answer ordinary sanitary requirements, where water is wanting, where no rifle or artillery range is available, or where the space for drill is so restricted that the training of infantry is difficult, and that of cavalry or artillery impossible.

Besides involving unnecessary expense, this system gives rise to a widespread feeling, throughout all ranks of the militia, that the efficient training and comfort of the men is sacrificed to considerations, which have no connection with the force. The uncertainty which annually prevails, as to the site to be selected for the district camp, acts prejudicially on recruiting, and it may safely be predicted, that when an unsuitable or unknown site is selected, there will be a difficulty in obtaining a good muster.

2. An alternative system, which has been recommended by general officers and deputy adjutants general, is the selection, in each district, of a suitable camping ground, to be used year after year.

In five out of the nine military districts, comprised in the provinces of Ontario, Quebec, New Brunswick, and Nova Scotia, sites on Government property, suitable in every respect for camps, are now available, and similar sites, at a small annual expense, could be secured in the remaining four districts. These existing sites are at points of strategic importance, where it is desirable, that all arrangements should be complete, for the concentration of bodies of militia, in the event of national emergency. This consideration would not be lost sight of, in the selection of camping grounds in the other districts. The systematic annual expenditure of a small sum of money on the same site, instead of the squandering of money in various places, entailed by the present

system, would produce an ample return in the annual improvements to the camp, and the increased comfort secured for the troops.

3. An idea of the comparative cost of the two systems may be obtained from the following considerations.

The principal charges in connection with the camps of the rural militia, exclusive of pay, are:

1st. Transport of camp equipment from district stores to the camping ground.

2nd. Transport of corps from local headquarters to camp.

3rd. Construction of works. These include rifle ranges, stables or sheds for horses, sheds for perishable stores, and latrines. Further expense has frequently to be incurred in connection with the water supply.

4th. Cost of subsistence of men in camp.

5th. Other incidental expenses caused by sickness, casualties, and cases involving pecuniary compensation.

I will take each of these in turn.

1st. The sites, to which I have referred as available, are in the immediate vicinity of the district stores. Therefore this item would be at once struck off. In sites to be selected, it could likewise be arranged for the stores to be located on the spot.

2nd. In some cases there would be little saving on this item, but in the majority of cases where the sites would be in a central and strategical position, the convergence of numerous lines of railway and water communication would materially diminish the expense and inconvenience in the transport of corps, frequently caused by the selection of sites, under the present system.

3rd. As I have already pointed out, the expenditure on account of works, would not be entirely lost for future years, as is now the case. At all the points now available for Permanent District Camps good rifle ranges exist, as they do at many points, which I have in view for such camps. Many of the works I have enumerated are usually executed by local municipalities, but the amount and character of the work undertaken by those bodies depend entirely on their good will, and on the amount of money they are able to expend. The latter is frequently insufficient, and the department must either supply the deficiency, or take the risk of accidents and of heavy claims for compensation.

4th. Under the present system the department in making contracts for rations are in the hands of local combines; since the influence which brings the camp to any particular locality, is, as a rule, sufficiently strong to prevent the admission of competing contractors from outside that locality. Where a permanent camp exists, the competition for contracts will always be greater, and no such influence need have any weight.

5th. Suitable hospital accommodation exists, or could be made available, in all the localities at which I should propose to place permanent camps. This would save much unnecessary hardship, and many heavy claims for compensation.

In a permanent camp the horse lines would be given a semi-permanent character. This would practically remove all chances of claims for compensation for injury to horses. These are almost invariably the result of picketing horses which are unaccustomed to be fastened in that manner. They are of frequent occurrence, and the irregular manner in which they are settled, causes great injury to the popularity of the militia service.

4. Apart from the above considerations, the system proposed would be generally more economical, inasmuch as it would be possible to calculate accurately before hand the cost of every camp. An appropriation could consequently be made in the estimates of the amount for the maintenance of each camp, and this should in no case be exceeded. This cannot be done under the present system, when conditions vary in the case of every camp, so that no standard of expenditure can be established.

The general effect of such economy would be to reduce the incidental expenses of camps, which now absorb a large part of the annual vote for the training of the militia, and to increase the proportion of that vote, which represents the pay of the rural militia. Consequently a larger quota could be annually called out without an increase in the estimates.

5. Indirectly considerable advantage would accrue to the militia. I have alluded to some of them, and I recapitulate them as follows :—

1st. An element of uncertainty would be removed. Every officer and man would know, that he would have to go to a certain place annually, to fulfil his militia obligation, and the unnecessary discomforts entailed by the present system, would not exist to the detriment of recruiting.

2nd. Where men are familiar with their surroundings they settle down quickly, and make themselves more thoroughly at home. Systematic work begins at once. Under the present system staff and regimental officers find themselves in a strange place, where everything has been hurriedly improvised and has the character of a "make-shift." Consequently the first week of the training is frequently wasted.

3rd. The existence of good camping grounds, available at any time under the control of the department, would not only be of immense value in case of emergency, but enable encouragement to be given in a practical form, to city battalions.

Ottawa, 20th January, 1892.

Memorandum II.

Use of Requisitions in the Militia Department.

(1.) A considerable part of the correspondence, which passes through the office of the Major General commanding the militia, consists of "Requisitions." Those, if recommended by him, are passed on to the Minister's office for his personal approval.

Upwards of 1,500 such requisitions pass through in the course of the year, and the disposal of these 1,500 requisitions, entails the transmission and registration of fully four times that number of papers. Under a sound system of administration, the number of requisitions could be reduced by fully three-fourths, while the remaining fourth, would with few exceptions, be disposed of in the office of the Major General commanding. The basis of such a system should be decentralization, as opposed to the excessive centralization, which now exists.

(2.) The three printed forms attached represent the three most common forms of requisition, viz. :—

"A." Store branch, form No. 3.

Requisitions on the Store branch for arms, accoutrements, ammunition, and other articles kept in departmental store, under the director of stores are made on this form. They affect expenditure under votes 96 and 97, of the militia estimates, but the issues are, in most cases, governed by statutory regulations.

"3." Form Adjutant General's office No. 286c.

This form is really nothing more than a size-roll, transmitted by the Major General commanding, to the director of stores, to guide him in making an issue, the Major General having satisfied himself that the issue is one for which authority exists under the regulations. It has, however, become a custom for the director of stores to submit each of those forms to the Minister, and to obtain his personal authorization for the issue. There does not appear to be any sufficient necessity for this course, which is a cause of delay, and of congestion in departmental business. Issues of clothing can only be made under fixed regulations, approved by the Governor General in Council. These regulations determine the period of duration for every article of clothing ; therefore, under a well-organized system of administration, articles should be replaced automatically, at the termination of their period of service ; the Major General commanding and his staff, being held personally responsible that no issues are made to which corps are not entitled under the regulations. The present faulty system is further complicated by a serious defect in the organization of the militia, under which regiments of cavalry and battalions of infantry are not recognized as administrative units, though provided with the staff for that purpose. The immediate result is, that in the case of requisitions, such as "A" and "B," the director of stores deals with the sub-units in the system, viz. :—

with individual troops, companies and batteries, and consequently receives requisitions from—

43	Troops.
18	Field Batteries.
43½	Garrison and Mountain Batteries.
655	Companies.

Total..... 759½ sub-units.

Whereas under a regimental system he need only deal with about 135 units, viz. :—

11	Cavalry Regiments.
20	Field and Independent Batteries Artillery.
6	Brigades Garrison Artillery.
98	Battalions.

Total..... 135 units.

By a proper devolution of responsibility, the district staffs would deal with groups of these units, and the correspondence of the director of stores would be limited to his ten district superintendents of stores.

"C." Form No. 352a. "Requisition for Service."

This consists of a statement of the article required, or of the work to be done, together with the name of the contractor to be employed. It is fortified by four signatures, besides the initials of the Minister. Upon this form authority is given for expenditure of funds, granted under nearly every vote of the militia estimates, but principally under the following, viz. :—

Vote 100. "Incidental expenses connected with the drill and training of the militia."

Vote 101. "Contingencies and general services."

Vote 105. "Care and maintenance and construction and repairs of buildings, &c."

Practically the whole of these services, performed under this last heading, are dealt with in this form. The use of the form is, however, general and very varied. It deals with every class of expenditure, from works of barrack reconstruction, involving hundreds of dollars, to the repair of a broken pane of glass, and from the purchase of coal to the provision of a pound of soft soap for cleaning harness. Thus the most complete system of centralization exists, since *personal ministerial authorization*, as distinguished from *Parliamentary authority*, has to be obtained for every item of expenditure, even when such expenditure is in pursuance of standing regulations. Such a system is destructive of true economy, and individual responsibility, and is moreover inconvenient, as leading to a congestion of business in the Minister's office, and to an unavoidable resultant delay in the despatch of all departmental business. It is directly opposed to the principles governing departmental administration, not alone in the military states of Europe, but in England, where parliamentary control of military expenditure is rigorously maintained.

(3). For the purposes of the Commission it is not out of place to examine the system prevailing in England, for dealing with one particular class of expenditure, and then to compare the system prevailing in Canada, for dealing with the same class of expenditure.

I have taken as an example Vote 10 of the Army Estimates "Works and Buildings."

Estimates for works are drafted in each military district at home and in the colonies, under the responsibility of the officer commanding the district. These are considered, in common with the rest of the Army Estimates, at a series of War Office meetings, at which all the chief military and civil officers of the War Office are present. The estimates are finally drafted for submission to Parliament, in accordance with the decisions arrived at, in these meetings.

The form in which Vote 10 appears before the Imperial Parliament, and the subsequent disposal of the supply voted, is best shown in the accompanying diagram.

A comparative diagram, showing the form in which vote 105, Militia Estimates, appears before the Dominion Parliament, and its subsequent disposal, is likewise attached.

In the one case we find administrative decentralization, which places the responsibility for the proper disposal of funds voted by Parliament in the hands of local officers affected by such expenditure; in the other complete centralization in the person of the Minister. A similar form of comparison can be made, *mutatis mutandis*, with a similar result, for all the several classes of expenditure in the Army Estimates, where in Canada a requisition for service would be employed. In making this comparison it is possible that I may have neglected to take into consideration differences with which I am unacquainted, in the parliamentary procedure, and in the functions of the various departments of the state of the two countries, such as might possibly render inevitable a modification of English methods, when applied in the Dominion. I have been induced to submit it by the belief that the broad constitutional principle, on which is based the control of parliament over expenditure, is the same in both countries; while in both countries the axiom is applicable, that by decentralization alone can sound administration be obtained.

(4). To return to the primary subject of this memorandum, it is my opinion that by decentralization alone can unnecessary correspondence be reduced, and the Militia Department be efficiently and economically administered.

Imperial Army Estimates, 1891-92.

Vote 10. £

PART I.—New works, addition, etc., amounting to £1,000 and upwards.

L	M	N
Fortifications.	Ordnance Store Buildings.	Barracks.
£67,700.	£56,275.	£39,444.

PART II.—New works, addition, etc., less than £1,000 each.

O	P	Q
Fortifications.	Ordnance Store Buildings.	Barracks.
£26,000.	£18,000.	£79,370.

PART III.—Ordinary and current repairs.

R	S	T
Fortifications.	Ordnance Store Buildings.	Barracks.
£46,762.	£32,400.	£267,734.

Each sub-head is further subdivided by military districts at home and in the colonies.

The schedule of works to be executed under each sub-head in each military district is given.

The execution of works included in Parts II and III is carried out under the responsibility of the general officers commanding the military districts at home or in the Colonies.

The vote having received the authority of Parliament, the personal authorization of the Minister for carrying out each individual service is not required.

N. B.—The figures have been taken, for the purpose of illustration, from the Army Estimates, 1891-92. Sub-heads A to L have been omitted, as dealing with expenditure outside of the scope of vote 105 of the Militia Estimates.

SIZE ROLL for Clothing required for use by the
Militia at under command of

of Active

	No. Required of each Size, &c.		Great Coats.
	Tunics.	Trousers.	
5 feet 6 inches.			
36 breast, 31 waist.			
37 do 32 do			
38 do 36 do			
5 feet 7 inches.			
36 breast, 31 waist.			
37 do 32 do			
38 do 33 do			
39 do 37 do			
5 feet 8 inches.			
37 breast, 32 waist.			
38 do 33 do			
39 do 34 do			
40 do 35 do			
41 do 39 do			
5 feet 9 inches.			
37 breast, 32 waist.			
38 do 33 do			
39 do 34 do			
40 do 35 do			
41 do 39 do			
5 feet 10 inches.			
38 breast, 33 waist.			
39 do 34 do			
40 do 35 do			
41 do 36 do			
42 do 40 do			
5 feet 11 inches.			
38 breast, 33 waist.			
39 do 34 do			
40 do 35 do			
41 do 36 do			
42 do 37 do			
43 do 41 do			
6 feet.			
39 breast, 34 waist.			
40 do 35 do			
41 do 36 do			
42 do 40 do			
6 feet 1 inch.			
40 breast, 35 waist.			
42 do 40 do			
6 feet 2 inches.			
41 breast, 36 waist.			
43 do 41 do			
Total			

FORAGE CAPS.	
Size in Inches around Head.	Number Required of each Size.
19	
19½	
20	
20½	
21	
21½	
22	

FORAGE CAPS.

Size in Inches around Head.	Number Required of each Size.
19	
19½	
20	
20½	
21	
21½	
22	

I certify that the above is a true list of the height and sizes of the men belonging to the Corps of Active Militia at under my command, and I now ask that the uniform clothing of the pattern and of the size indicated for the corps, may be supplied under the authority of Sec. 54 of the Act 49 Vic., chap. 41, the same to remain the sole property of the Government of the Dominion of Canada, and to be retained for use by the corps for the purposes of drill only; all damages and deficiencies to be made good under Sec. 53 of the said Act.

Signature of Commanding Officer.....

Dated at this day of 18 ..

(A. G. O.)
(No. 246 c.)

I certify that the within mentioned corps was supplied with articles of uniform clothing of the description and on the dates noted hereunder.

Description.	Number of each Issue.	Date of Issue.
Cloth tunics.....		
Serge jackets.....		
Cloth trousers.....		
Serge trousers.....		
Shakos.....		
Bushies.....		
Forage caps.....		
Great coats.....		

I further certify that the corps has been efficiently maintained since the last issues were made, and that the corps is now efficient: and having seen the clothing at my inspection held at..... on the..... day of..... 189., and made due enquiry respecting the same, am satisfied that the previous issues have been properly cared for, and that the same, to the extent of the new issues now asked for, have become unserviceable through fair wear at drill by men belonging to this company.

I recommend the issues for the following reasons:-

- (1.) This..... has, within the last seven years, performed annual drill for the years
18....., 18....., 18.....
- (2.) (a).....
- (3.) (b).....

Brigade Major.

Dated at..... this..... day of....., 189..

Certified and recommended,

Deputy Adj. Genl. of Militia, Military District No....

Dated at..... this..... day of....., 189..

(a) Here state articles of clothing—if not the whole, what number—have become unserviceable through fair wear at drill, and if otherwise the case to be stated.

(b) Further information may be given here to prevent delay and a reference back.

REQUISITION FOR CLOTHING

For use by the..... of Active Militia

at.....

Dated this..... day of..... 189..

Issue recommended.....

Serge. chevrons.....

Corp. do.....

Pres. band wings.....

Authority No.

Dated.....

Issued..... 189..

Forwarded by.....

Note.—One copy of this Roll is to be carefully kept by the officer commanding the corps, and the other copy is to be forwarded to the Deputy Adjutant General of the district, for transmission to headquarters.

SHIPPING DIRECTIONS.

The clothing for No. Company Battalion, may be addressed to (1)
 and sent *via* (2) being the nearest (4)
 to (3) to (5) the company headquarters, and will
 there be taken in charge by the officer to whom it is addressed.

Lt.-Colonel,
Dy. Adj. Genl. M. D. No.

(1) Rank and name of officer. (2) Steamboat, railway or waggon, off the principal routes. (3) Name
 of railway station or port. (4) Port, station, town or village. (5) Name of headquarters.

REQUISITION FOR SERVICE.

No.

Place.....

Date .. 188 ..

	\$	cts.
Requisition for the service hereunder specified at.....		
viz. (*).....		
.....		
.....		
.....		
the same having become necessary in consequence of		
.....		
.....		
and the expense of which may be estimated at		

Name of proposed contractor.....of.....

Signature.....

Recommended,
 Headquarters..... 188 ..
 Signature.....

I certify that there is an appropriation available for
 the above service.

..... (Signature of the financial
 officer of the Department.)
 Approved

Deputy of the Minister of Militia and Defence,
 Ottawa, the 188 ..

* Here state the nature of the service in detail.

(No. 352a.)

DEPARTMENT OF MILITIA AND DEFENCE,
OTTAWA, 1st January, 1889.

MEMORANDUM.

1. Officers on the staff of the Militia will bear in mind that no expenditure for any service will be sanctioned unless authority for the same has been *previously* obtained. (*Vide* R. and O. 83, par 974.)

2. This form of Requisition is to be used for all articles required (except clothing, accoutrements, ammunition or stationery, for which other forms are furnished), or work to be performed for the Militia service.

3. When a letter of application for articles to be supplied or work to be performed is received, the same must be embodied in the "Form of Requisition," attaching the original application to the requisition, to which in all cases a full detail estimate of the expenditure required should be added.

4. When claims authorized in this manner are forwarded for payment, the approved Requisition should be attached, the claim bearing a certificate from the proper officer, that the articles required have been duly received, or that the work has been duly performed in accordance with contract, as the case may be.

C. EUG. PANET,

Deputy of the Minister of Militia and Defence.

Mr. ROBERT SEDGEWICK, Q.C., Deputy Minister of Justice, was examined.

3599. You are the Deputy Minister of Justice?—Yes.

3600. You have been in that office how long?—Since February, 1888.

3601. 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 statement prepared by the accountant of this department, giving the information asked for:—

1882. No.	1891. No.	Permanent Staff.	1882.	1891.
1	1	Deputy Head.....	\$3,600 00	\$3,600 00
1	2	Chief Clerks.....	1,783 00	4,250 00
2	3	First Class Clerks.....	5,308 35	5,250 00
	4	Second Class Clerks.....		5,900 00
3		Senior Second Class Clerks.....	5,494 31	
			600 00	
2		Junior Second Class Clerks.....	1,600 00	
1	2	Third Class Clerks.....	375 00	1,900 00
2	1	Messenger.....	632 58	3,60 00
12	13		\$19,393 24	\$21,260 00
		<i>Penitentiary Branch.</i>		
1	1	Inspector.....	\$2,750 00	\$3,200 00
1	1	Accountant.....	1,200 00	1,800 00
1	1	Second Class Clerk.....	1,150 00	1,100 00
15	16		\$24,493 24	\$27,360 00
		<i>Extra Clerks, &c.</i>		
	5	Extra Clerks.....	\$267 92	\$1,120 17
	7	Extra Messengers.....	46 00	553 25
			\$313 92	\$1,673 42

3602. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—So far as I know, the constitution and the powers of the present board are satisfactory.

3603. 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?—All original appointments to the Civil Service at Ottawa should, I think, be determined by competitive examination, except in cases where professional and technical services are required, in which competitive examinations may be dispensed with. As to the age limit, I do not think there should be any statutory regulation on the subject.

3604. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—I have no conviction as to this question. The present tenure is practically tenure during good behaviour, inasmuch as the Government must state to Parliament its reasons should a deputy be dismissed. I think the deputies at present have all the responsibilities and powers necessary to proper administration.

3605. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—I can give no opinion of value upon this question. We have at present only two third-class clerks in this department, but they both do work which in other departments is performed by first-class, and in some instances by chief clerks.

3606. 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?—I think so.

3607. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—They are made in this department with due consideration. At the same time the tradition of the department is that every officer is entitled to the annual increment authorized by statute, unless there are strong reasons to the contrary. The rule should, I think, be the reverse.

3608. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—I think so.

3609. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—Looking at section 29 of the Civil Service Act one would suppose that there should be special preliminary examinations for each department. All the officers, however, mentioned in that section should be required to pass some kind of an examination in the rudimentary branches of education.

3610. 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?—Since I have been in this department, no new appointments have been made. I have never made such a report.

3611. 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?—See my last answer.

3612. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—In this department I see no necessity for promotion examinations.

3613. 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 been made irrespective of vacancies, and officers continuing to perform the same duties have been promoted to a higher class.

3614. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—In this department such an estimate is worthless and unnecessary.

3615. If promotion examinations are deemed desirable, should the officers earning the highest number of marks be the successful candidate, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head? As already intimated, so far as this department is concerned, promotion examinations are unnecessary.

3616. Should not promotions be made by Order in Council?—I think so.

3617. Did the head of the department ever reject any man who has been promoted?—Not that I am aware of.

3618. 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.

3619. Have you at any time, by your certificate in the promotion examination, enabled a candidate to pass whom you deemed unfit?—No.

3620. 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.

3621. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—I think in the case of an exchange both deputies should concur.

3622. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Not in this department.

3623. Should the temporary clerk or writer class be extended, or limited or abolished? I have no opinion on the question.

3624. Have you given any thought as to the desirability of having a junior division or boy copyist class? I have not.

3625. Do you recommend the creation of such a class?—I have no recommendation to make.

3626. State generally your views as to the expediency of having a high grade permanent staff, and low grade writer and boy copyist classes?—My experience in this department does not enable me to have views on the subject.

3627. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—We employ extra service when our present staff is insufficient for the work.

3628. 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?—Not invariably, but generally speaking enquiries as to fitness of persons on the list are made.

3629. 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 is a lady employed as clerk in the Supreme Court. She is an efficient clerk.

3630. 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?—Probably not. The present system works, I think, very well. So far as this department is concerned, when special leave is recommended, consideration is duly given to the factors mentioned.

3631. Should not leave of absence be compulsory?—I do not think so.

3632. Should there be a limit, and if so what, in the case of leave on account of sickness?—The present statutory limit is sufficient.

3633. 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?—No.

3634. In your department have any abuses prevailed as to the granting of leave of absence?—No.

3635. Should there be a system of fines for small offences?—I do not know.

3636. Is it advisable to reinstate an official who has resigned his appointment, without the recommendation of the deputy head?—It depends upon circumstances.

3637. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Competency should, I think, be established before appointment. It is not necessary to appoint at the same salary.

3638. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with these who are late in attendance?—I observe the law regarding the attendance book. All my officers sign. I deal with them as the occasion seems to demand.

3639. 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?—No.

3640. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Such difficulties have occasionally arisen.

3641. 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 and extent of the service in this department have been the same since the passage of the Act.

3642. 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.

3643. Are the number of persons employed in your department out of proportion to the increase of work?—No.

3644. 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 departmental work has not increased beyond the capacity of the permanent staff, except that occasionally we have to employ for short periods one or two extra clerks. We have now one extra clerk engaged in special work, who is paid \$2.00 per day.

3645. 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 none.

3646. 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?—I have none.

3647. Is it desirable for officials to sign the attendance book on leaving the department for any purpose?—Not in this department.

3648. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—In this department my officers as a rule remain in the department long after 4 o'clock, and until their daily work is done, and so far as the department is concerned no change in my judgment in the existing practice is necessary. We do not object, however, to extending the office hours to 5 o'clock in the afternoon. In a small department like this, where each officer has his work to do, I do not consider it advisable to tie our officers down to any particular hours, so long as I am convinced that they are faithful in the discharge of their duties.

3649. Have any abuses prevailed in your department as to the length of the working hours?—None.

3650. Is it desirable that the officials should leave the department for luncheon?—I am inclined to think it is; but arrangements should be made so that there should be always some one in the respective offices during the hours of working, to afford information to those seeking it.

3651. Do all your officers leave for luncheon at the same time; if that is the practice, is an arrangement made whereby the business of the department does not

suffer through their absence? What length of time is given for luncheon?—They do not. One hour; but my officers generally return to work in a shorter time.

3652. 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.

3653. 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?—They are aware of it. Its spirit is generally observed. I know of no case in which it has been violated.

3654. 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? The only difficulty in the case arises out of section 51 of the Civil Service Act. Repeal that section, and I have no doubt whatever that a fixed daily allowance is preferable to payment of actual outlay. Of course, the same daily allowance should not be made to all officers; special allowance ought to be made to officers charged with special missions, but in every case the allowance should, as far as possible, be sufficient, and only sufficient, to pay reasonable necessary disbursements.

3655. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?

All officials are paid the same rate for travelling expenses under the Order in Council on the subject. I have on two or three occasions when travelling abroad obtained a special order applying only to my own case.

In regard to questions arising out of the Superannuation Act, I would take it as a favour if the Commission would permit me to be silent. The whole question, in my judgment, is a question for insurance experts, and I do not feel myself competent to give an opinion which would be of any value.

3656. 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 is in connection with this department, at the head of which is Mr. J. G. Moylan, Inspector, the Penitentiary Branch. In it there are three officials, Mr. Moylan, Mr. Foster, the accountant, and Mr. Lane, second class clerk. The duties of the inspector and of the accountant are defined by the Penitentiary Act. Mr. Lane performs the clerical work of the branch. There are no other branches in the Department of Justice. This department has nothing to do with the collection of public money, except in so far as it acts as the agent of other departments. Any moneys collected through the agency of this department are at once transmitted to the department at whose instance they were collected, and that department makes the deposit.

3657. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditures of this department have reference principally to the maintenance of penitentiaries, and miscellaneous justice throughout Canada. In regard to penitentiaries, the salaries are statutory. Goods required for the institutions are obtained after compliance with the tender and contract system. In a few isolated cases goods rarely required are purchased without tender. All accounts against the penitentiary are, before payment, sent to this department, where they are audited, and upon being audited the Finance Department and Audit Office place the amount required to the credit of the warden and accountant, who check against such deposits. In regard to other expenditures, this department is charged with the administration of criminal justice in the North-West. This expenditure is almost wholly regulated by Order in Council, and all accounts in connection with the administration of justice rendered to this department and carefully taxed and audited, after which they are paid.

3658. What system of purchase is adopted in your department?—All of our purchases outside of purely departmental requirements are for penitentiaries, and as I have already stated, they are made almost exclusively upon contracts entered into after public tender and competition.

3659. What is the system followed in the issue and receipt of stores?—Not applicable to this department.

3660. How are contracts generally awarded in your department?—I have already stated.

3661. 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.

3662. 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?—Speaking generally, no.

3663. In your department have any abuses prevailed in connection with the supervision of payments?—No.

3664. Have you any suggestions to make with the view to possible amendments of the Audit Act?—No.

3665. Would you like to express your views in regard to the salaries of deputies, and as to whether they should all be paid alike or not?—Every deputy should be paid what he is worth.

3666. Do you think they should all be paid alike?—I do not think they should be paid alike.

3667. It has been suggested here by one witness that for the duties of deputy the present scale of \$3,200 to \$4,000 is not perhaps an unfair rate, but that in the case of a professional man, such as a banker, an engineer or an architect, provision should be made for allowing him a sum not exceeding \$1,000 a year as professional pay in addition. Have you given any thought to the question as to whether that would be a fair way of regulating the matter?—I question very much whether it is in the public interest that the salary of a Deputy Minister should be limited by statute at all. Circumstances may arise in which the Government may wish to engage a particular man who is best fitted to fill the position but who cannot be got for the salary fixed by statute. Therefore, in respect to officers of that kind, particularly officers possessing professional skill of any kind, I think there should be no limit: but the Government ought to have a free hand. At the same time, I have no complaint whatever to make, so far as I am personally concerned, because I agreed to assume my position at the salary offered to me.

3668. Apart from the exceptional case you mention, considering the positions and various degrees of the responsibility of the deputy heads of departments as they at present exist, do you think the present minimum is too low or not?—I am not prepared to say that I think the minimum is too low in respect to the present arrangements, taking everything into consideration.

3669. Do you think that responsibility of a deputy's position and the number of officials under him should be taken into consideration, as well as professional qualifications?—I think so, and I think that the difference in the emoluments paid to officers in the service and deputies at present is not wide enough. In some cases chief clerks are paid within \$200 a year of what the Deputy Minister over them receives. I do not think that such an approximation to equality tends to promote that absolute power of control which the deputy ought to possess in the management in the ordinary routine of his department.

3670. Do you think a deputy should be appointed, like a judge, at a certain fixed salary not subject to change?—I think he ought to have a fixed salary.

3671. And that he should not be in the position of looking to the Government for increases?—I do not think there is any need of raising the question of that kind, because there is no such evil met with at present.

3672. Would the position of a deputy be more independent if his salary were fixed at his appointment and there was no prospect of any increase?—As a rule the deputies

are appointed from the service after having had a long experience in it. I think it would be proper to provide that their salaries should be fixed permanently at the time of their appointment.

3673. It appears that in your department there are two chief clerks, three first class clerks, four second class, and only two third class. It is presumed that arises from the peculiar nature of the work of your department, that your chief clerks require to be professional men? --Yes. The first-class clerks, with one exception, are professional men also.

3674. You have one first class clerk doing what may be called clerical work? --Yes; he is one of the oldest clerks in the department.

3675. Work that might be performed by a third class clerk? --Yes.

3676. But he has been there a long time, and has been promoted? --Yes.

3677. A very efficient officer? --A very good and efficient clerk.

3678. But with that exception you consider that there is no one in your department who is not doing work which in the open market would command the salary he receives? --That is my impression.

3679. What is your opinion as to the advisability of a Deputy Minister having the power to suspend an officer under him, even during the presence of the Minister at Ottawa? --I think that being responsible for the administration of the business of the department, the Deputy Minister should have the same power of suspension that any other manager of a business would have in like circumstances.

3680. At the same time, if the Minister were here, it would be convenient to speak to him before exercising the power? --In fact, always before acting. It is the duty of a deputy to let the Minister know what is going on as far as possible, though at the same time to relieve him of anxiety and worry as far as he can.

3681. You have a few extra clerks in the department? --We have only one now.

3682. The services of an extra clerk are only temporary? --Yes.

3683. Do you dismiss or part with the extra clerks when you need them no longer?

Oh, yes; always. We have got to get an Order in Council before employing them. We do not keep any extra clerks any longer than possible.

3684. Are their salaries all charged to the Civil Government List, or are some paid out of outside votes? --All the staff mentioned in the list I have presented are on the Civil List, with the exception of the extra clerks, who are paid out of Contingencies under the statutes.

3685. According to the Auditor General's report the legal expenses and taxed costs for 1889-90 amount to nearly \$100,000? A large portion of these costs are costs which have been awarded against the Crown as well as costs which we have to pay to our own solicitors. The moneys referred to in the Auditor General's detailed statement are not paid by the Department of Justice, except in a few cases. In the main they are costs which are paid by the department engaged in litigation after having being taxed by the officers of my department; and very often in these statements published by the Auditor General there are included under the name of costs moneys which are not in any sense costs. I have known him to include, no doubt inadvertently, damages which have been awarded against the Crown.

3686. The chief part of the expenditure of your department, amounting to about \$650,000, consists of the salaries paid to the judges and their travelling allowances? --Yes.

3687. All that is controlled by statute? --Yes.

3688. There are no means of altering that in any way? --Unless by another statute.

3689. And the accounts in respect to that are kept for you by the Finance Department and the Audit Office? --We do not keep accounts, but we issue cheques for travelling expenses.

3690. When the judges go travelling, your department certifies their accounts? --Certainly.

3691. The expenditure for miscellaneous justice amounts to about \$50,000? --Yes.

3692. Of which the main part is for the administration of justice in the North-West Territories?—Yes. We have to do in the North-West Territories what the local Governments have to do in the provinces.

3693. The penitentiary expenditure amounts to \$350,000 a year. There is no *per capita* statement in the Auditor General's last report; has that been dropped through correspondence with your department?—No. We supplied a statement; but I think there was some difficulty in finding it, in consequence of Mr. Bedson being ill in Manitoba last year at the time the Auditor General's report was made up.

3694. Do any of the staffs of the penitentiaries receive perquisites?—In several penitentiaries all the staffs are provided with houses; there are no other perquisites authorized by law at present, so far as I know. This was determined by the statute passed in 1887, I think.

3695. Is there not some fuel and light allowed?—No, they are not entitled to fuel or light. On one or more occasions we did take a vote from Parliament to pay for the fuel and light in Manitoba.

3696. Are the houses of these officials furnished for them?—The wardens' houses, in those cases where we have supplied the wardens with houses, have been furnished with carpets and curtains, but these are the only furnishings supplied.

3697. It is stated that in the Broadmoor Criminal Lunatic Asylum, in England, the superintendents and the deputy superintendents are provided with official residences unfurnished?—Ours are practically unfurnished. We consider the carpets and the curtains as part of the fixtures of the house. At all events, in several instances, it would be inhuman to ask our officers to provide carpets and curtains for their houses, because some of these houses are so large that half their salaries would be required to furnish them.

3698. You know that there have been a good many perquisites in connection with the penitentiaries?—Yes.

3699. And there is a constant effort to get rid of perquisites?—And there is a constant effort on the part of the officials to get them back, and there is a constant effort on the part of the department to maintain the *status quo*. But latterly there has been no friction in the matter of perquisites, because it has been settled by statute.

3700. By the Auditor General's report, page B-130, it appears that coal at Kingston has cost \$4.90 a ton and the same kind at St. Vincent de Paul cost \$7.25. How are these fuel contracts entered into?—All by tender. I cannot explain that difference without the papers; the dealers, however, have formed combinations in Montreal and also in British Columbia. In Dorchester we burn wood.

3701. There appears to be considerable wood burned at Kingston and St. Vincent de Paul also?—I cannot tell without having the papers before me.

3702. Generally, what supervision is maintained over these contracts for supplies to the penitentiaries?—Formerly, these contracts were awarded at the penitentiaries, but we found that there was not proper supervision exercised over them, and now we have the tenders sent to the department here unopened, and we then have a most careful examination made of each tender, and the most careful report made upon them. Then the Minister gives the matter his personal consideration, and awards the contract to the lowest tenderer invariably.

3703. Can you tell us what system is pursued at the penitentiaries with regard to the issue of stores? Could a guard get coal from your stores and consume it in his own house?—No; not unless it is issued to him.

3704. Have you storekeepers at each penitentiary?—Yes; and each storekeeper is responsible for each store issued on a system of requisitions.

3705. Is there such supervision maintained over coal that one of the employees could not get some for the use of his family?—He could not.

3706. There could be no waste of stores?—No.

3707. In connection with each matter of this kind at the penitentiary there are always two officers who have to certify to a requisition?—Yes.

3708. With respect to seizures, do you think any modification of the present rules and practice desirable, and if so, what?—I have a very strong view on that question,

but it is a question of policy for the Government to deal with, as to what officers of the Civil Service shall be entitled to participate in seizures. I do not think the ordinary officers in any of the departments ought to have any interest in seizures. I do not think that it can be questioned for a moment that this is bad policy; it is evil, and only evil.

3709. You think that the public should feel that no one who is near those who have the decision of these matters should have any interest in that decision?—I do.

3710. In cases of this kind you have to deal with informers?—Yes.

3711. Suppose that one of these informers makes a purely malicious complaint against a respectable concern, a complaint which may affect its credit, and fails to prove anything against it, do you think the informer should be punished by law, as a protection to the honest trader?—He is now. He has to pay his costs; and he is also guilty of a crime. If a man maliciously takes proceedings against an honest man he is guilty of a conspiracy or a libel, or a malicious prosecution, and the merchant may have an action against him on one of these grounds. I do not know that the law in that respect requires any change. But I am quite satisfied that the customs and excise laws cannot be carried out without informers, or without allowing them to participate largely in the results of their efforts. The question is, however, how near the department the informer should be allowed to come. There are at present special officers who, I am certain, have been of great service to the country, and they must be paid as they are now, otherwise the revenue would be seriously affected.

3712. That is quite a different question from the question of officers of the inside service participating in these seizures?—Yes; quite different.

3713. Suppose that the officers in the inside service at Ottawa were prohibited from participating, might they not do so indirectly through a dummy outside?—Oh, you can do anything, I suppose.

3714. But you would not be in favour of allowing a man to do indirectly what you would not allow him to do directly if you knew it?—Oh, no.

3715. In the litigated cases of seizures that come before you, do you get the names of the informers?—Yes; but very often we have to keep the names of the informers secret, because if their names are given their usefulness is gone.

THURSDAY, 14th January, 1892.

Mr. JAMES G. MOYLAN, Inspector of Penitentiaries, was examined.

3716. You are the Inspector of Penitentiaries?—Yes.

3717. How long have you held that office?—Since August, 1872.

3718. You have been asked to prepare a statement relative to the management of the penitentiaries?—My statement is as follows:—

The Governor-General appoints the following officers:—

Wardens, chaplains, assistant chaplains, deputy wardens, surgeons and accountants.

The Minister of Justice appoints schoolmasters, storekeepers, stewards, chief keepers, engineers, matrons, deputy matrons and trade instructors.

The warden appoints keepers, guards, assistant deputy matron, warden's clerk, and teamsters.

Salaries.—All officers are appointed at the minimum salary set down in schedule, and reach the maximum by statutory increase. No increase is given until each officer has served one year, and all increases date from the 1st July only.

Gratuities are allowed only in case of failing health, vouched for by the certificate of the surgeon, and only in cases where an officer is not entitled to superannuation.

Gratuities are calculated at the rate of half a month's salary for each year of service up to five years and a month's salary for each year over five.

Revenue.—Whenever any revenue is collected the accountant gives a receipt for the amount to the person from whom it is collected, retaining a duplicate. So soon as the revenue so collected amounts to \$25 it is deposited in the bank to the credit of the Receiver-General. A statement of the revenue collected is sent to the department each month, together with a receipt from the bank for the amount deposited and the duplicate receipts taken by the accountant at the time he received the money.

Expenditure.—No money is paid out without the authority of the department being first obtained. All monthly accounts for supplies, etc., are forwarded to the department, and are checked over before payment is authorized. These accounts are paid by cheque drawn by the warden and accountant against a credit which is issued by the Auditor-General at the request of the department after the accounts are checked over. These credits are only large enough to meet the total amount of each month's accounts.

Leave.—The warden, chaplains, deputy warden, surgeon, accountant, chief-keeper, storekeeper, engineer, steward and matron apply for leave of absence, when required, to the Minister of Justice, through the inspector; when a longer leave than three weeks is asked for the application is submitted for the action of the Privy Council. All the other members of the staff obtain their leave from the warden with the inspector's concurrence. If the granting of holidays, to any officer, interferes with the administration in the least degree, or cause any inconvenience the leave is withheld. Unless under very special and exceptional circumstances, the leave of absence granted by the warden is limited to a fortnight. Should a longer period be asked for, the matter is referred to the department.

Administration.

Regarding the administration of the service generally, I beg leave to remark that this question opens a very wide field for remark. I shall, however, in presenting my views, confine myself strictly to what I consider practical and useful.

The administration of the several penitentiaries is, in my opinion, conducted as efficiently and well as the present system—under the law and the “Rules and Regulations for the Government of Penitentiaries”—renders possible. That system, for purposes of reformation, is very defective. For nearly twenty years I have pointed out, annually, in my public reports, as well as in departmental documents, what I regarded as defects in view of their being remedied.

After the law has provided for the safety of society by committing the evil-doer to a penitentiary for a certain period, his moral improvement—in order that he may be returned to the community a better man, on the expiration of his sentence, than when he was received into the prison—ought to be of a permanent concern. Everything calculated to conduce to this end should be made available; *per contra*, every obstacle or drawback, in that direction, should be removed.

I look upon the following as most important aids and factors in the reformation of convicts :—

1. The constant daily presence of the chaplains among the prisoners for the purpose of giving advice, instruction and exhortation, not only at stated times, but whenever occasion for the exercise of these functions arises.

2. The good example and irreproachable moral conduct and character of the officers having charge and supervision over the convicts. Their influence, in a right or wrong direction, is very great indeed.

3. The effectual isolation of the well disposed from habitual and hardened criminals, to prevent the corruption and contamination of the former.

4. The proper classification of the convicts, in order to encourage them to reform and regain their lost sense of manhood and self-respect.

5. The adoption of the indeterminate sentence system, as a check upon those who give no proof of amendment, or who have been convicted of felony or serious misdemeanors more than once.

6. The passing of a sentence equivalent to that of life, after a third conviction.

7. Uniformity, as far as possible, in punishment for the same crime, the like circumstances and conditions existing.

8. The introduction of the ticket-of-leave system, as an experiment, and with all possible safeguards.

9. The participation, by the convict, in his earnings, over and above what covers the cost of his maintenance.

10. The multiplication of trades or industries in order to make it obligatory upon every convict to learn some trade or remunerative work, if capable of doing so, before being discharged. This rule is carried out, in most penal prisons of continental Europe, with most beneficial results.

11. A separate prison, wholly reformatory in its character and management, for persons convicted for the first time of any serious crime, between the ages of 16 and 30. It would, I think, be advisable to establish this prison at Ottawa, in view of giving the members of the Dominion Parliament and of the Government frequent opportunities and facilities of seeing its working and results. In this way an interest in penal institutions, so necessary and desirable to ensure proper and intelligent legislation respecting them, could be cultivated.

1a. The chaplains, except at St. Vincent de Paul, where they have no other cure of souls, cannot spend time enough among the convicts to accomplish all the good that could be done were they continually on hand. They should reside in or near the penitentiaries and be able to devote all their time to their duties as chaplains. This is the case in Great Britain and Ireland.

2a. The men selected for the very responsible place of guards ought to be of unblemished reputations, intelligent and fitted for the position by some suitable previous training and experience. Not every one, and indeed very few, who can be picked up in the market place, at a cheap rate, are fit to be entrusted with the care and supervision of men so diverse in character, disposition and habits as are convicts. The present rate of remuneration is much too low to secure the right stamp of officers and to induce them to remain in the service. The minimum salary for a guard should be \$500 and the maximum \$800. As it might be perhaps thought premature to recommend the establishment of a training school for prison officers, as in Belgium, Switzerland, &c., it has occurred to me that the vacancies among the guards of the different penitentiaries would be advantageously filled from the ranks of the Dominion or Mounted Police. The drill, orderly habits, and well-trained spirit of obedience to rules and orders, qualify these men for prison duty. The change could be made a promotion, if my suggestion to raise the grade and place the salaries of guards on a more liberal scale be adopted. The gaps caused in the police force could be easily filled, and the recruits in a short time would be made ready to supply fresh vacancies. Were this proposition entertained, provision should be made on either police for the training of French-speaking officers to meet the requirements of the staff of St. Vincent de Paul Penitentiary. Some improvement in the subordinate officers is absolutely necessary to ensure the success of reformatory measures for the convicts. If made, it must be gradual, and as vacancies occur by death, resignation or other causes.

3a. Owing to structural defects in the penitentiaries, the isolation of bad and habitual criminals from comparative neophytes in crime has not been hitherto practicable. A "prison of isolation," containing 108 cells, recommended by me and sanctioned by the Minister of Justice, is approaching completion at Kingston Penitentiary. A competent officer of the Department of Justice or a commission would be well and profitably employed in examining into and reporting upon the working of similar prisons in Belgium and elsewhere in Europe.

4a. For the reason just given, the proper and much needed classification of convicts has not been carried out.

The other recommendations, namely, 5, 6, 7, 8, 9 and 10, are based upon the opinions expressed in their favour by eminent penologists, who have given this whole subject of prison administration and reform long and careful study and examination. My own experience of twenty years leads me to support these suggestions.

The inequality of punishment for the same crime, referred to in the paragraph marked 7, causes very great discontent and complaining among those convicts whose

sentences are more severe than others receive for the like offence. Almost without an exception the men so sentenced make out a grievance, and as a consequence, they become dissatisfied, restless, and seldom reconciled to their *status quo*. In a word, they give a vast deal of trouble.

I do not consider any argument in favour of reformatory prison for youths and young men up to thirty, necessary. It must commend itself to the judgment and approval of the Commissioners when I state that out of a total penitentiary population, on the 30th June last, of 1,249, over 700 were under thirty, and the larger proportion under twenty.

3719. In the case of revenue collected at any of the penitentiaries, does the accountant there receive the money?—Yes, and gives a receipt for it.

3720. So that the same officer both receives the money and gives the receipt?—Yes.

3721. What is the present scale of salary paid to guards?—From \$400 to \$500 in all cases except that of Manitoba and British Columbia penitentiaries, where they are paid \$600, owing to the allowance of coal having been taken from them and owing to the higher rate of living there.

3722. You say that the chaplains have other duties to discharge in addition to those devolving upon them as such?—Yes, except in the case of St. Vincent de Paul.

3723. Is it not the same true as regards Kingston?—No. Mr. Cartwright, at Kingston, has no other parochial duties, but the Catholic chaplain has.

3724. Are the chaplains provided with houses?—No. We have a house at St. Vincent de Paul, which we rent to the Protestant chaplain there, Canon Fulton.

3725. Do you think it advisable that the chaplains should have houses and remain near at hand?—I do, just as they have at the Mountjoy prison at Dublin, which is conducted on the Crofton system. The continual presence of the chaplains at the prisons is of great advantage.

3726. What do you call assistant chaplains?—They are provided for in the Act, but we have had no occasion yet to appoint any.

3727. What salaries are paid to the chaplains?—\$1,200 at Kingston and St. Vincent de Paul, \$600 at Dorchester, and \$800 to the Protestant chaplain and \$600 to the Catholic chaplain at Manitoba, and \$600 each to the chaplains in British Columbia.

3728. How long are they on duty, per diem, as a rule?—According to the rules and regulations, they are expected to attend at morning prayer, which is a very short exercise indeed. It is considered both by the chaplains and those very well acquainted with the convicts that the prisoners do not very much care to be long on their knees in the chapel on week days. The chaplains have had the sanction of the Board which had formerly the control over the penitentiaries to appoint suitable substitutes to read the morning prayers, such as the deputy warden or the chief keeper, which custom has been continued to the present time.

3729. That substitute, then, is not a clergyman?—No, at Saint Vincent de Paul the chaplains themselves attend at morning prayers, as a rule, and conduct the service.

3730. What other services do the chaplains perform throughout the day?—Only at Saint Vincent de Paul, at Kingston by the Protestant chaplain, and at Manitoba, where the Protestant chaplain has a residence immediately adjoining the penitentiary, do the chaplains put in an appearance in the course of every day of the week. These chaplains visit the penitentiary daily for an hour, from 12 to 1, immediately after dinner, and before the gangs resume work, with the view of looking after the school and special classes, such as catechism, bible, &c.

3731. What other duties do they perform?—Some of the chaplains who are convenient to the penitentiaries give an hour or two in the day to catechetical exercises in the vestry. They send for their class and teach them the catechism or the bible or give them some other religious instruction. They also visit the sick in the hospitals. I am now speaking only of those chaplains to whom these duties are possible, because some of the chaplains live at a considerable distance from the penitentiary.

3732. What further duties are performed by those who are at hand?—They generally devote from an hour and a half to two hours on two days in the week to choir

practice. They give a midday service on Wednesday, and on Sunday at the penitentiaries I have spoken of, they hold two services for the convicts, one in the morning and the other in the afternoon. At Manitoba there are two Sunday services in the Catholic chapel and one in the Protestant chapel, the Protestant chaplain having the privilege of using the chapel in the evening for a service for the families of the guards along with the few protestants who live in the neighborhood of the penitentiary.

3733. Now, tell us about the chaplains who live at a distance?—At Dorchester the Catholic chaplain lives about six miles from the penitentiary. He attends every Wednesday and Sunday, and also comes in the middle of the day on Saturday to give instruction and to attend to any other duties that may devolve upon him. The Protestant chaplain there, is the parish rector of Dorchester, and he attends just about to the same extent as the Catholic chaplain. Their salaries are just half those paid at Kingston and Saint Vincent de Paul. They are always, of course, ready and available for any call that may be made upon them outside of their ordinary duties, as in the case of sickness.

3734. You say both of these chaplains have parochial duties outside?—Yes.

3735. How do they fit in their services at the penitentiaries with their services in their churches?—The service for the convicts in the Protestant chapel is at 2 o'clock. Both services at Kingston and at Saint Vincent de Paul are at the same hour, because at those places we have separate chapels. But at Dorchester we have only the one chapel, so that the services must be held at different hours. There the Catholic priest holds a service at half-past eight a.m. and at half-past one or a quarter to two; and after it is over the Protestant chaplain comes and holds his service at three o'clock. At the British Columbia penitentiary the two chaplains have small salaries. In these places we have to take advantage of what the respective ecclesiastical authorities can do to accommodate us with chaplains. The Catholic chaplain is a missionary clergyman, who has duties in town, and he discharges his duties at the penitentiary in about the same way as the chaplains I have described at Dorchester and Manitoba.

3736. The chaplains have always been considered necessary to the penitentiaries?—Certainly. I consider them most important.

3737. And at St. Vincent de Paul and at Kingston they practically give their whole time?—Well, the Catholic chaplain at Kingston does not, because his ecclesiastical superior cannot spare a clergyman to give his whole time to the duties of the penitentiary.

3738. And yet he is paid as much as the other?—The same salary. Provision is about being made, however, so that that want shall be supplied. A small church is about being built at Portsmouth, the village adjoining the penitentiary, for the benefit of the officers' families, and when that is completed there will be a resident clergyman who will also be the chaplain of the penitentiary, and will be able to devote a large portion of his time to the discharge of his duties as such.

3739. You state that the wardens appoint the guards, but you recommend that the guards in future should be appointed in some other manner, such as being recruited from the Dominion Police or the Mounted Police?—We want some improvement, and the idea struck me the other evening in considering that question.

3740. Would not that take the responsibility from the wardens?—I think not. These men might go to the wardens with proper recommendations from their superior officers in whatever force they may have been serving, and the wardens might have power, after three months or six months probation, to send a man about his business if he did not find him suitable or efficient. This is, of course, a crude idea, and it would require mature consideration.

3741. Are the appointments made by the wardens generally satisfactory?—As a rule they are.

3742. Are they as good as they can make with the money they have at their disposal?—I think so.

3743. Of course, being answerable for the administration of their penitentiaries, they try to do their best?—They do.

3744. There is no political influence brought to bear upon the wardens—they are left free?—Of course, I only know it from hearsay, that politicians endeavour to get some of their candidates appointed to the penitentiary service; but as a rule, under the instructions of the department, and with his own sense of responsibility, the warden will not accept any such candidate unless he be morally convinced of his suitability for the position to which he is to be appointed.

3745. But a member of Parliament cannot recommend with any more authority than any other individual?—No.

3746. That is, there is no pressure exercised upon the wardens by the Minister to appoint anyone that a politician recommends?—No. On the contrary, the instructions to all the wardens are that they shall use their own judgment in their appointments.

3747. The Minister gives them a free hand to appoint their own officers?—Yes.

3748. It never happens that the Minister himself recommends anyone to be appointed by the warden?—No.

3749. In your knowledge are any of the wardens guilty of nepotism in their appointments?—That is not officially known to me.

3750. If you suspected it you could soon make it officially known to you, as you have authority under the statute to conduct examinations and examine witnesses under oath?—I have.

3751. And if you thought there was any reason to suspect that it existed to any serious extent, you would certainly enquire into it?—I never heard of it, not even by rumour.

3752. Then you have no reason whatever to have any suspicion of it?—I have no suspicion on the matter.

3753. Is there any health test in appointment of guards?—Of course, the warden will judge pretty well whether a man is fit for his position, but he is not subjected, as in the army, to a regular medical examination.

3754. Would it not be advisable to have a health test of some kind?—I think it would.

3755. Considering that you have a system of gratuities, would it not be economical in the end?—I think it would. It would be very desirable. One of the conditions laid down for the wardens in employing guards is that they shall be men of good physique, and apparently strong and healthy.

3756. Are they drilled?—There is an imperfect drill carried on. In the penitentiaries we have some old soldiers and officers of the volunteers, who put them through drill in the summer time, and they have also rifle practice.

3757. Is there a standard of height?—No.

3758. Of measurement around the chest?—No.

3759. Of colour blindness?—No; none of these.

3760. All of them, you think, would be desirable?—I really think some such test would be desirable.

3761. Have you more guards employed at any penitentiary than are necessary?—No; I think not.

3762. It appears that the staff of some of the penitentiaries has increased in the last three or four years. Has the number of convicts also increased?—The Kingston Penitentiary, in my judgment, was carried on at one time with an insufficient staff, and there was not that proper supervision over all the parts of the penitentiary where the convicts were employed that would prevent abuses creeping in.

3763. Your department has taken over some of the officers of the Public Works Department formerly employed at the penitentiaries?—Yes.

3764. Have the Public Works Department handed over to your department all these officials?—All except one or two clerks of works at Saint Vincent de Paul, who are there to receive the material used by the Public Works Department in works of construction.

3765. Has there been an increase in the number of convicts under your charge?—They fluctuate very little. I suppose there has been hardly an increase of sixty in any one year over another during the last seven or eight years.

3766. How often do your guards get uniforms?—They get their dress suits every four years, and they get a winter and a summer suit every year.

3767. These schedules in the amendment to the Penitentiary Act made in 1887, provide for the salaries of the different officers, and also for increases in certain cases. It is provided that no officer shall have any right to an increase as a matter of course, but shall be given it only if the minister is satisfied that he is capable in the performance of his duty and entitled to it?—Yes.

3768. Do you make enquiries as to whether the officers are entitled to these increases? Yes, from the warden. It is his duty to make a report to the minister as to what officers are entitled to the statutory increases.

3769. Under that Act the increases are all reckoned from the 1st of July, and it has been stated that there has been some discontent with the working of this provision, it being possible for an officer to serve 23 months before getting his increase?—We have had several cases of that kind.

3770. It must be a fact that the officer knows what is before him when he accepts the position, or at all events there is no difficulty in his finding out?—I presume not.

3771. Do you think it would be to the betterment of the service if at the time the increase is given an adjustment of arrears were made?—I consider the salary so small for men who have important duties to perform that as much liberality as the Government could reasonably extend to them, would be desirable. They have very arduous duties.

3772. The salaries fixed by the amended Act were in some cases less than the officers holding the offices at the time were in receipt of?—The matter of salaries comes so little within my supervision that I do not give it very much attention at all. At one time I held myself responsible for the salaries and accounts, and felt bound to know all about them; but I do not want to meddle with matters that do not concern me.

3773. The Warden reports to you the statutory increases he recommends?—Yes, he reports to the penitentiary branch.

3774. Have you any reason to believe that these recommendations of the wardens for statutory increases are made perfunctorily, or after due examination into the several cases?—I think they are made justly and fairly.

3775. Have they been refused in any case?—I do not know an instance where they have. My own knowledge generally of the character of the staff—because it is a matter I pay particular attention to in my visits—accords with the recommendations made by the wardens.

3776. The gratuities to the retiring officers are not made as a matter of course, but there are a number of perquisites?—Of course a gratuity bears its own significance, it is more an act of grace and less an act of right.

3777. But it is given to those who are compelled by some mental or physical infirmities, to retire?—Yes.

3778. And is given in consequence of that?—Yes. It is incorporated in the rules and regulations that after the age of sixty keepers and guards shall retire.

3779. In calculating the allowance, half a month's pay is allowed for each of the first five years and a month's pay for each succeeding year?—Yes.

3780. The old rule was the reverse, to allow a whole month's pay up to ten years, and a half a month's pay for each year after that?—Yes.

3781. Which is the better rule?—I think with the restriction that has been established as to the limit of age, that the present rule works better than the former. It is more just to the men, who have given the best portion of their lives to a very uninteresting and dangerous service.

3782. The object of that rule was that the men should not have any inducement to remain after having become unfit for the service?—I do not know that that entered into the calculation at all. The granting of gratuities was formerly a very arbitrary matter with the department. I suppose that up to 1876 there was no regular rule governing the granting of gratuities, and it was Mr. Blake, when Minister of Justice, who introduced this plan of the half month and the month.

3783. You think the present rule works satisfactorily? I do.

3784. Men may go out at any time before the age of sixty?—Yes, if the state of their health unfits them for the position.

3785. Have you any reason to believe that any man goes out with the gratuity before the age of sixty as the result of his own bad habits?—I cannot recollect any. In my early experience, some men retired at Kingston on gratuity, as it was regulated in those days, who had broken down their constitutions by over indulgence.

3786. But not of late years?—Not of late years.

3787. It is also provided that in the case of injuries received in the performance of duties, and without negligence on the part of the officers the amount of the gratuity may be increased one half. Has that ever been done?—I think we have had two or three instances of that.

3788. That is also true in regard to the gratuity paid to a widow whose husband has been killed in the performance of his duty?—We had a case of that in Kingston, where Mr. Cunningham was killed.

3789. Formerly there were a good many perquisites allowed to officers in the penitentiaries?—Yes, to some officers.

3790. But you have got pretty well rid of them now?—Pretty well.

3791. The present perquisites are those fixed in the statute of 1887?—I do not think there are any others, except in a couple of cases at Kingston the officers get their lodging free.

3792. That is provided for in the statute. The employment of convict labour for officers is limited entirely to the warden and the deputy warden?—Yes.

3793. And the officers may have the uniform prescribed by the Governor in Council?—Yes.

3794. These are the present perquisites?—Yes.

3795. The Act provides that the Governor in Council may make regulations for the sale to the officers of articles manufactured in the penitentiary shops or produced on the penitentiary property. Have such regulations been made?—There is a departmental order to that effect, that any officer requiring anything to be done in the shops may have it done on a requisition and a proper price to be charged by the instructor in charge of that shop, the amount to be deducted from the officer's salary.

3796. Have you surrounded this regulation with proper checks?—Oh, yes.

3797. And there is no abuse of it?—No, I am satisfied there is not.

3798. And you supply the articles to the officers at cost price?—Yes. The material is charged at cost price, and the regular price of the convict labour is added.

3799. What things are manufactured generally on the premises which are offered for sale?—Principally clothing. We have our own tailor shop and our own shoe shop for the manufacture of clothing for the prison. The Minister of Justice has extended to the officers of the prison the privilege of getting at penitentiary prices whatever is made.

3800. This is only done on carefully guarded requisitions?—Yes. If even ten cents worth is wanted, it must be got under requisition. That requisition is presented to the trade instructor, who furnishes it to the storekeeper, the storekeeper examines into the matter, and on his recommendation the warden signs the requisition.

3801. Does the regulation include the farm produce?—No, none of that is sold. In some seasons, when we have more vegetables than can be used in the prison without spoiling—early vegetables, like lettuce or radishes—the warden gives a little to each officer.

3802. It would appear, from furniture being made in the carpenter shop, that the houses of the officials are not furnished?—It is only an odd article they get, which is paid for.

3803. You do not furnish their houses?—Oh, no.

3804. Is any fuel or light given to any of your officers?—Only to those inside the walls of the penitentiaries, who enjoy the benefit of the heat of the building. They are not supplied with any fuel, however.

3805. Do you think these allowances are sufficient on the scale laid down, or are they insufficient in any case?—I must confess that I was opposed to the lopping off of the perquisites that were allowed to the officers at the time it was done, from the fact that in whatever prisons I visited, either in the United States or in the old country, I found that these perquisites were always granted, and particularly as I did not know there was any abuse.

3806. But the system of doing away with the perquisites has been well settled, and the only question now is whether in fixing the scale of salaries sufficient compensation was allowed to those who were deprived of them?—I never thought it was at all adequate to what was taken away,

3807. Mr. Creighton was for a long time the warden of Kingston Penitentiary?—He was.

3808. And he had, as wardens go, a very successful administration on the whole?—Well, I would have to answer that with some qualification. Mr. Creighton was a man *sui generis* a man of very peculiar character. He had a great deal of personal influence over the men he had to deal with, an influence, if I may so term it, of a magnetic character. In other words, with reference to the convicts, he stood in the position in that penitentiary of probably twelve or fifteen extra guards. His great ambition, and it was a very laudable one, was to manage that penitentiary on the most economical scale; even at a time when I found some officers who had been there for twenty years on a salary of \$325, and obliged to furnish their own uniforms out of that pittance, he was averse to making the slightest recommendation for the least increase in those salaries.

3809. He had close views in regard to the compensation to be paid to his officers?—He had very close views.

3810. But he always justified himself by saying that the men he had could not earn more outside in the employments they were used to? I do not remember. He never mentioned that to me.

3811. Considering the climate of Manitoba, are the perquisites granted there sufficient? Are not some officers compelled practically to live in the kitchens because they have not heat enough, and cannot afford to buy fuel? I do not know that they are obliged to live in the kitchens. All the officers there are furnished with houses by the Government. Some of them have complained to me about those houses being very cold in the winter season, and about having to consume a great deal more fuel than the commutation allowed for fuel, when it was taken away from them, would cover.

3812. But after all, there are not many even skilled mechanics at Winnipeg who are earning more than \$600 or \$700 a year?—I admit that, for the grade of men who are filling the positions of guards in the various penitentiaries, their present salaries are adequate; but my contention is that that grade of men is not the grade of men we should have over convicts.

3813. But are not matters in this respect fairly satisfactory at present? Can you indicate anything showing that the public suffer from the employment of the present grade of men at present salaries?—I take it that if we cannot send out from our penitentiaries a larger percentage of men improved in their morals and habits and lives, there must be something very defective in our system, especially in view of the fact that the Belgian reports show that the percentage of recidivists has fallen from about 65 to less than one per cent by the system of reform introduced there.

3814. Could you not reach the same end of improvement in the character of the guards, by providing that the wardens should be limited in the character of the men they select, in some such way as the Dominion police are selected?—That might be possible.

3815. Have the wardens any difficulty in obtaining guards and keepers at the present rates of pay?—I do not think so. The last time I was at Kingston the warden told me he had a list of seventy or eighty applicants.

3816. Are they required to pass any preliminary examination?—No, except that they must read and write.

3817. You have store-keepers at all your penitentiaries?—Yes.

3818. There is a complete record kept of every article coming in or going out?--
Yes.

3819. So that there can be no waste--everything is duly accounted for?--Yes.

3820. How are the contracts awarded?--As a rule, to the lowest tenderer, by the Minister.

3821. The Auditor General's report shows that the total revenue derived from the manufacture of woodenware at the Dorchester penitentiary last year was \$4,136, and that in the month of June, 1890, \$3,095 of that was deposited, and there was a correspondence between the warden and the deputy minister of your department with regard to the non-collection of the accounts during the fiscal year. Is there a better system adopted now?--I have nothing to do with the accounts at all.

3822. Your general accountant is at present in Manitoba?--Yes; he is the warden *pro tem*.

3823. How do you manage without your accountant?--My secretary, Mr. Lane, is doing the work.

3824. With no assistance?--No assistance.

3825. How long has the accountant been in Manitoba?--I think it was in April last year that he went there.

3826. Then he has been absent nine months?--Yes.

3827. Might there not be a reduction of staff at headquarters?--This additional work has handicapped Mr. Lane a great deal.

3828. You need an accountant at headquarters?--Oh, yes.

3829. You really know nothing about the collection of the accounts?--No.

3830. Are they still manufacturing woodenware at Dorchester?--Yes; to a limited extent. Mr. Eddy takes all that they manufacture.

3831. Does the administration of the penitentiaries suffer at all from leave of absence given your employees there?--Not to my knowledge.

3832. The wardens themselves grant it to their own officers?--Yes; to their own appointees, but they never do so where the service or the interests of the institution are likely to suffer from the absence of any officer.

3833. As a matter of practice, the Minister would not grant leave of absence to any others of the officers except on the recommendation of the warden?--Oh, no.

3834. So that the warden really controls the staff, and can have it as he wants it?--Yes.

3835. The unequal sentences you have mentioned result from the fact that the judges have discretion as to the term of imprisonment they impose, varying from an hour to a sentence for life, and that different judges take different views of the subject, so that it may happen that a man may be sentenced in New Brunswick to six or seven years, and another man in Ontario for a similar offence to three or four years?--I have noticed that the sentences are very Draconian down there.

3836. Are you aware that old offenders very generally prefer to go before a speedy trial court for trial, and to avoid the higher courts, where the publicity of their trial would be very likely to make them known as old offenders?--I believe that is the case.

3837. Do you think it possible under our present constitution to establish a special tribunal to regulate and equalize the sentences imposed on criminals?--Of course it would be a little presumptuous on my part as a layman to make a suggestion of that kind. I merely mention what occurs.

3838. Are you taking steps at the present time with the view of equalizing the expenditure of the Manitoba penitentiary as far as possible with that of the others?--I believe that has been done.

3839. You are aware that there has been a considerable difference between the *per capita* charge of the convicts there and the *per capita* charge in other penitentiaries?--There has been.

3840. But steps are now being taken to reduce the expenses there to the lowest possible limit?--I do not know what private instruction the present acting-warden may have received in that direction. He has received none from me.

KINGSTON PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
H. Lavell, Warden	\$3,000
William Sullivan, Deputy Warden	1,500
Rev. C. E. Cartwright, Chaplain, Protestant	1,200
Rev. J. S. Quinn, Chaplain, Roman Catholic	1,200
Orlando S. Strange, Surgeon	1,800
S. W. Scobell, Accountant	1,200
Robert R. Creighton, Warden's Clerk	800
Robert Hewton, Chief Keeper	900
Patrick O'Donnell, Storekeeper	1,000
James Adams, Clerk of Works	1,300
James Devlin, Engineer	1,300
James Weir, Steward	900
Rose Ann Fahey, Matron	600
Mary Smith, Deputy Matron	260
William A. Gunn, Hospital Overseer	530
Thomas Conley, Tailor Instructor	690
Richard Young, Mason do	600
Michael Leahy, Stonecutter Instructor	700
Francis Tracey, Blacksmith do	700
Thomas Davidson, Carpenter do	700
Robert Pogue, Shoemaker do	700
John Kerr, Quarry do	630
Neil P. Woods, Farmer and Gardener	700
Patrick O'Connor, Miller	700
William Coward, Baker	700
James Evens, Keeper	600
Bernard McGeen, Guard	500
Edward Mooney, Keeper	600
Michael Brennan, do	590
John Mills, do	530
M. J. Kennedy, Messenger	600
Jeremiah O'Driscoll, Guard	500
James Doyle do	500
John Seally do	500
Thomas Moore do	500
Robert McCauley, Keeper	500
George McCauley, Guard	500
Lawrence Walsh do	500
William Hurst do	500
Charles McConville, Keeper	500
Alexander Atkins do	500
John Donnelly, Guard	500
Robert Appelton, Guard	500
John Kennedy do	500
Charles Bostridge do	500
Thomas Thompson do	500
John Darragh do	500
James A. Rutherford, Guard	500
William McCormack do	500
Robert Weir do	500
Peter Beaupré do	500
John Banister do	500

KINGSTON PENITENTIARY--*Concluded.**(Salaries, &c.)*

<i>Name and Rank.</i>	<i>Salary.</i>
James Doyle Guard	500
Arthur McConville do	500
Richard Atkins do	500
William Mooney do	500
Michael Keon do	500
Franklin Ault do	500
Thomas Pugh do	500
Robert McCormack do	500
Thomas Tobin do	500
William Coffee, Stoker	500
Peter Moncrief, Guard	460
William Newman do	460
Patrick Madden do	430
Thomas Fowler do	430
Andrew Thompson do	430
William Holland do	430
Joseph Payne do	430
E. R. Davis do	430
William Ryan do	430
William C. Bell, Termster	400
John Regan, Guard	400
J. L. Joyce do	400
Henry Woodhouse, Teamster	400
J. R. Birmingham, Guard	400
Chas. W. Wood do	400
G. B. Amey do	400
Thomas Smith do	500
Archd. McMillan, Supernumerary	500
Chas. McAvoy do	500
Chas. Baylie, Electrician	800
Chas. Munroe, Steamfitter	700
J. B. Mathewson, Asst. Tailor Instructor	630
Thos. Thompson, Schoolmaster	590

BRITISH COLUMBIA PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Arthur A. McBride, Warden	\$2,150
Rev. R. Jamieson, Protestant Chaplain	600
Rev. F. Guertin, O.M.I., Roman Catholic Chaplain	600
James Fitzsimons, Deputy Warden	1,400
W. A. DeWolf Smith, Surgeon	600
W. H. Keary, Accountant, Storekeeper and Schoolmaster	1,100
Thos. A. McInnes, Steward	800
George Mackenzie, Trade Instructor	750
A. Coutts, Trade Instructor	750
Chas. N. Derrah, Trade Instructor	660
James Miller, Trade Instructor	660
Keneth McRae, Trade Instructor	660
Thos. W. Quilty, Keeper	600

BRITISH COLUMBIA PENITENTIARY—*Concluded.**(Salaries, &c.)*

<i>Name and Rank.</i>	<i>Salary.</i>
Hamilton McKee, Guard	600
Finlay Stewart, Guard	600
W. J. Carroll, Guard (Hospital Overseer)	630
James Doyle, Guard	600
R. Smyth, Teamster	600
R. J. Robertson, Guard	590
D. C. McGillivray, Guard	590
Adam Jackson, Guard	590
Benjamin Burr, Guard	560
John McNiven, Messenger	560
Patrick Finnegan, Guard	530
Thomas Sampson, Guard	530
D. McMaster, Guard	530
W. A. Patchell, Guard	500
E. J. Muldoon, Guard	500

ST. VINCENT DE PAUL PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Télesphore Ouimet, Warden	\$2,800
Rev. L. O. Harel, Roman Catholic Chaplain	1,200
Rev. James Fulton, Protestant Chaplain	1,200
Thomas McCarthy, Deputy Warden	1,500
M. H. E. Gaudet, Surgeon	1,400
George S. Malepart, Accountant	1,100
Gordon B. Papineau, Warden's Clerk	800
Charles N. Contant, Chief Keeper	820
George B. Lamarche, Storekeeper	900
Napoléon Charbonneau, Steward	790
Eugène Champagne, Engineer	780
David O'Shea, Hospital Overseer	530
Joseph T. Dorais, Schoolmaster	700
Edward Kenny, Farmer	700
Jean Vaudry, Instructor	700
Procope Dumas, Instructor	700
Noël Beauparlant, Instructor	700
Trefflé Nantel, Instructor	700
B. A. Brissette, Instructor	660
Onésime Sigouin, Instructor	660
John Lynch, Messenger	500
James Blain, Keeper	600
Joseph Demers, Keeper	600
R. Rochon, Keeper	500
Gilbert Chartrand, Keeper	600
Ubaldo Chartrand, Keeper	600
James Carty, Keeper	600
Jean-Baptiste Lemay, Keeper	600
Edouard Prevost, Keeper	590
Charles Taillon, Guard	500
J. B. Charbonneau, Guard	400

ST. VINCENT DE PAUL PENITENTIARY—*Concluded.*

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Napoléon Plouffe, Guard.....	500
Olivier Lamère, Guard.....	500
François Plouffe, Guard.....	500
Henri Boyer, Guard.....	500
Antoine Plouffe, Guard.....	500
George Nixon, Guard.....	500
Félix Lesage, Guard.....	500
Jean-Baptiste Malepart, Guard.....	500
Vincent Bisson, Guard.....	500
Alberic V. Paré, Guard.....	500
Elzéar Bertrand, Guard.....	500
Samuel Filion, Guard.....	500
Napoléon Bastien, Guard.....	500
Godefroi Monette, Guard.....	500
Pierre Breland, Guard.....	500
Thomas J. Bennett, Guard.....	500
Wm. Wright Gibson, Guard.....	500
Lewis Henry, Guard.....	500
Martin Plouffe, Guard.....	500
Isidore Charlebois, Guard.....	500
Théodore Chabot, Guard.....	500
John D. Fitzgibbon, Guard.....	500
George Charbonneau, Guard.....	490
Daniel J. McLennan, Guard.....	490
Hilaire Roger, Guard.....	490
Félix Clermont, Guard.....	430
George Sheritt, Guard.....	430
Alfred Nadon, Guard.....	430
Joseph Desloges, Guard.....	430
Omer Léonard, Guard.....	430
Isaïe Cloutier, Teamster.....	400
Jérémie Leblanc, Teamster.....	400
E. Trudeau, Assistant Engineer.....	500
Oct. Labelle, Clerk of Works.....	1,000
D. Osborne, Instructor.....	700
G. Labelle, Instructor.....	700

DORCHESTER PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
John B. Foster, Warden.....	\$2,400
Rev. J. Roy Campbell, Protestant Chaplain...	600
Rev. A. D. Cormier, Roman Catholic Chaplain.....	600
Charles Ross, Deputy Warden.....	1,300
John A. Gray, Accountant and Schoolmaster.....	1,200
Robert Michell, Surgeon.....	1,200
John Fraser, Storekeeper and Steward.....	860
James A. Piercy, Engineer.....	900
Ferdinand A. Landry, Hospital Overseer.....	700

DORCHESTER PENITENTIARY--*Concluded.*

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Charles Miller, Carpenter Instructor.....	700
John Downey, Blacksmith do	700
Nathan Tattrie, Shoemaker do	700
W. R. Burns, Tailor do	600
A. B. Pipes, Farmer.....	660
William Hogan, Instructor	660
Henry Godsoe, Keeper.....	660
John Johnson do	600
James McDougall, Messenger.....	550
John McDougall, Guard	400
Wm. Alexander do	500
John Coreoran do	500
Vital Léger do	500
Patrick Connell do	500
James A. Lane do	500
Jude Cormier do	500
Robert Colburn do	500
James Luther do	500
Joseph Leblanc do	500
Willard Hutchinson do	500
Adolphus Allain do	500
Henry C. Poole do	500
Lorenzo H. Chambers do	500
Percy Foster do	430
Richard Palmer do	400
W. G. MacLauchlan do	400
Angus McDonald do	400
T. F. Gillespie, Teamster	300

MANITOBA PENITENTIARY.

(Salaries, &c.)

<i>Name and Rank.</i>	<i>Salary.</i>
Geo. L. Foster, Warden (<i>pro tem.</i>).....	\$2,000
A. D. O. McDonell, Deputy Warden and Chief Keeper....	1,200
Rev. Gabriel Cloutier, Roman Catholic Chaplain	600
Rev. A. W. Goulding, Protestant Chaplain	800
W. R. D. Sutherland, Surgeon.....	1,200
P. McGowan, Accountant and Storekeeper	1,100
Wm. Durden, Warden's Clerk.....	660
John Mustard, Steward	800
D. D. Bourke, Hospital Overseer and Schoolmaster	870
Wm. Shead, Trade Instructor (Tailor)	750
John Smith, Engineer and Blacksmith	780
John Puigh, Trade Instructor (Carpenter).....	700
E. Freeman, Messenger	650
J. O. Beaupré, Guard.....	650
Wm. Eddles do	650
George Addison do	650
P. McFarlane do	590
B. G. Sutherland do	560

MANITOBA PENITENTIARY -- *Concluded.**(Salaries, &c.)*

<i>Name and Rank.</i>	<i>Salary.</i>
Alex. McDonald Guard	560
Hugh McNaughton do	530
Chas. Gingras do	500
Wm. Graham do	500
A. Manseau do	500
E. Bourke do	500

Besides the above men there are also three attendants on the insane at \$500 per year, one at \$360 and two at \$300.

Mr. TOUSSAINT TRUDEAU, Deputy Minister of Railways and Canals, was examined:—

3841. You are the Deputy Minister of the Department of Railways and Canals?—

Yes.

3842. And acting secretary to the department?—Yes.

3843. And secretary of the Railway Committee?—Yes.

3844. And chief engineers of canals?—Yes.

3845. How long have you been deputy head of the department?—Since 15th March, 1864.

3846. Prior to that you were secretary of the department?—Yes.

I wish to observe with regard to the fact of my holding these four positions, that it has resulted from various well known unfortunate circumstances. On the sudden death of the late chief engineer, for which the department had not in any way been prepared, I was asked by the then acting minister if I would undertake the dual offices of deputy and chief engineer, and in the full expectation of an early reorganization of the department, of which it stood in need, I consented. This same remark applies to my continuance in the position of Secretary of the Railway Committee of the Privy Council, the very considerable work of which has been well performed by Mr. Tilley, who is practically in charge of this branch. As to the duties of the secretary, which have, so far as possible, been discharged by me during the past three or four months, greatly at the sacrifice of time which should have been differently employed, and to the detriment of my other work, I can only say that I had not anticipated any greater delay than a few days in the appointment of this officer, otherwise I should not have ventured to undertake the additional labour the post involves. The department has been in commission since the death of Mr. Pope, and its internal arrangements have suffered unavoidably in consequence. I should state that I have been ably supported under these difficult circumstances by other officers of the department, who have thus made it possible to meet the strain.

3847. 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 number and cost of the permanent staff and temporary staff are as follows:—

	Number Permanent.	Cost.	Number Extra.	Cost.
1882	28	\$39,750.	31	\$31,320
1891	28	47,950.	45	43,113
		381		

3848. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—The theoretical construction and powers of the present Board appear to be sufficient.

3849. Should all appointment 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?—No; a careful and searching examination for entrance (character and health being duly regarded) is, I consider sufficient, provided a reasonably high standard is adopted. Men of professional position (but only when entering employment in the direction of their profession), and graduates of certain recognised educational institutions, might be exempted, draughtsmen, typewriters and shorthand writers, however, even if graduates of such institutions, should give before the examiners practical evidence of their having reached a certain standard. If correct age could, in all cases be ascertained, a minimum age of 18 and a maximum of 35 might be regarded as fair limits.

3850. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—It would probably be inadvisable to alter the existing provisions with regard to the appointment of deputies "during pleasure." As to the question of "powers" I would submit the following observations.

The peculiar requirements of the several departments are so widely divergent both in the character, status and abilities of the men employed, and in the hours and nature of the work to be done, that it is, in my opinion, desirable that as great a degree of self-government as possible should be left in the hands of each. Any attempt to lay down universal rules governing the service as a whole should be confined to the broader principles only. The details should rest with the permanent heads, who should be strictly responsible to the Minister for the efficiency, good conduct and harmonious working of their department. This remark covers all questions regarding ordinary leave of absence, lunch, hours of work, requisitions for office purposes and (subject to approval by the Minister) the selection and promotion of the staff.

In the Department of Railways and Canals, which not only is largely technical, but also, is subject to fluctuation in the number and qualifications of its staff, as its various works are undertaken or completed, a considerable amount of elasticity is absolutely essential to satisfactory operation.

I consider that the powers of the deputies should be extended in the direction indicated, a right of appeal from injustice, however, to lie with any party aggrieved, such appeal to be made in writing to the Minister.

3851. Should there be any third class clerks at all?—If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—I consider the present number of grades sufficient, but the general adoption of shorthand writing and typewriting has given rise to a class of work considerably above the copyist class, and one calling for education and intelligence. A special subdivision of the third grade might be introduced giving to duly qualified shorthand and typewriting clerks a minimum salary of \$600 a year in place of \$400. I do not see my way, in fairness to the staff as at present existing, to any other modification of the salary of the third grade clerks.

3852. 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?—I am not sure that any pecuniary allowance should be made for "optional" subjects, so called. The candidate for examination would, of course, profit by the marks he might obtain for such subjects, and this should perhaps be considered sufficient advantage, as tending to give him admittance to the service.

3853. Are the recommendation for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—They are made with due consideration.

3854. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—No.

3855. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—The examination for admittance to the service should be for each department, and for specific vacancies as they arise.

3856. 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 Minister makes all appointments, selecting such clerks as have passed their examination, whom he deems suitable. I have not had occasion to make any such adverse report.

3857. What is the practice in your department in regard to appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—Professional or technical qualifications are tested by actual trial on the works, no other examination is used or required.

3858. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations are no test of personal fitness. Competition would be the only fair ground for them, and if competitive they are very apt to result in the placing of men in positions for which they are not adapted. The only reliable test is that obtained by actual working in the department. The qualifications men may possess, together with any drawbacks which may affect them, become thus fully apparent both to their superior officers, and (which is almost as important) to their fellow clerks. Good judgment, which is probably the most important quality in an official, is not shown by examinations. For these reasons I do not consider promotion examinations desirable.

3859. 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?—(a) Promotions are only made to fill vacancies. (b) The difference in the kind and quality of work is not always immediately apparent. I would observe that the Civil Service Act does not grade the quality of work but only the extent of salary.

3860. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—Changes in this department are too infrequent to make such an estimate of any value.

3861. 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 recommendations of the deputy-head?—They should be made on the report of the deputy head concurred in by the Minister.

3862. Should not promotions be made by Order in Council? The submission of promotions to discussion and decision by a body which is necessarily unaware of the departmental record of the clerk affected is undesirable in the interests of the service; but as a matter of form only, and for the purpose of definite recognition, I consider that promotions should continue, as at present, to be made by an Order in Council on the recommendation of the Minister.

3863. Did the head of the department ever reject any man who has been promoted? Not that I am aware of.

3864. 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 such case has occurred to my knowledge.

3865. Have you at any time by your certificate in the promotion examination enabled a candidate to pass whom you deemed unfit?—No.

3866. 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.

3867. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes.

3868. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—No exchanges of position have occurred as between clerks of this department and those of another.

3869. Should the temporary clerk or writer class be extended, or limited, or abolished?—It should be retained as at present regulated.

3870. Have you given any thought as to the desirability of having a junior division or boy copyist class?—I do not consider such special class necessary.

3871. Do you recommend the creation of such a class?—No.

3872. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—The existing arrangements appear to cover all present needs.

3873. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Extra clerks are employed as occasion arises for their services, as for example during the session of Parliament in the completion of returns, and to meet pressure in the preparation of plans for works to be constructed.

3874. 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?—I have not seen any such list as that referred to.

3875. 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? To the three questions involved in this item I answer, yes.

3876. 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 in this regard gives power to the head of the department to grant ordinary leave "not exceeding three weeks" yearly, and the Governor in Council may grant leave for any other sufficient reason "not exceeding twelve months." The limitations appear to be sufficient, but I consider the exclusion, *in toto*, of "temporary" and "extra" clerks of long standing from such leave unfair and undesirable.

3877. Should not leave of absence be compulsory?—No.

3878. Should there be a limit, and if so, what, in the case of leave on account of sickness?—The existing provisions which admit of leave not exceeding twelve months appear to be sufficient and satisfactory, except in the case of "temporary" and "extra" clerks of long standing, who should be treated with consideration in this respect.

3879. 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?—No; work is kept up by the fellow clerks of the absentee.

3880. In your department have any abuses prevailed as to the granting of leave of absence?—No; with the exception of a case recently dealt with by the Public Accounts Committee.

3881. Should there be a system of fines for small offences?—No; the existing power of suspension for a greater or less period is in my opinion sufficient.

3882. Is it advisable to reinstate an official who has resigned his appointment, without the recommendation of the deputy head?—It would entirely depend on the circumstances of the case.

3883. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—See previous answer.

3884. 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 attendance book is signed by all clerks. A clerk who is late would have to show good cause.

3885. Can a clerk sign the book at any hour—say ten, or half-past ten?—The care of the attendance book is one of the duties of the Secretary, and it was the business of

the late Secretary to see that it was taken away at a given hour, I believe at 10 o'clock and laid on his table, and anyone who was late would have to go to him and explain why he was late.

3886. 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 desire to make the following general observations in this connection:

The authorized establishment of this department remains as constituted by Order in Council passed in 1882, the number being 27, to which must be added four clerks transferred from the Department of Inland Revenue in 1889 for the collection of canal revenue, which was then assumed by this office. It has been impossible to carry on the work with this staff, and recourse has been had to "temporary" or "extra" clerks for much of it for which provision should be made in the fixed establishment. The service so obtained has covered work of engineering, of plan and estimate preparation, and of correspondence, and in some cases has extended over several years. That it is a misnomer to style these persons "temporary clerks," and in instances where the work is of a character permanently and continuously essential to the proper working of the department, it is an injustice to take from them such service without giving them the position and salary which in other cases attaches to it. I would suggest that, whatever rules may be laid down for the future, such of the persons now so engaged, whose work may fairly be regarded as permanently essential in character, be admitted to the regular service at such grade as their deputy head, with the concurrence of the Minister, may deem just, irrespective of any consideration of age and without any examination; their appointment to date from the time of their actual commencement of service in the department. Further, in consideration of the fact that they have for so long been employed in such work without the corresponding position and salary, they should not be called upon to pay up any arrears of contribution to the superannuation fund.

To the foregoing, and to my answers to definite questions, I would add that, for the good of the service and of the public, there should be an endeavour by means of careful selection in the first instance, a higher educational standard for entrance examination, and consideration for those admitted, to raise the tone of the service and increase its self-respect, and to make it an object of ambition, not too easy of attainment, to be had in view by the youth of the country and by the various institutions engaged in their training. Every effort should be made to encourage attention to duty, self improvement, interest in departmental work, and the acquisition of the necessary knowledge of it, by grading clerks according to the degree and character of their responsibility and work, and by awarding to experience, competence and merit, as manifested by actual test during a sufficiently prolonged period of service, such steps of promotion as may become available. No other considerations should be allowed to weigh.

3887. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—No special difficulties beyond those I have already indicated. A clearer definition of certain sections of the Act is desirable.

3888. How 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 completion of the Canadian Pacific Railway, the undertaking and completion of other railway and canal works, and the undertaking of new works, all constitute elements of change to which this department has been subject. The assumption of the work of collecting canal revenues, formerly in the hands of the department of Inland Revenue, which occurred in 1889, is also a feature. The work of the Railway Committee of the Privy Council has greatly developed, and falls on this department, while the system of granting aid to railway enterprise, first adopted in 1883, and which has grown to very considerable proportions, has entailed on the department a large amount of labour. These changes and additions naturally call for modifications in the duties of certain of the officers of the department.

3889. 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?—I have no complaint to make on this score.

3890. Are the number of persons employed in your department out of proportion to the increase of work?—No.

3891. 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, see previous answer.

3892. 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?—See previous answer.

3893. 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?—See previous answer.

3894. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—No.

3895. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The hours for the non-responsible class of clerks are sufficient. The higher and responsible members of the staff perform their work without consideration of hours.

3896. Have any abuses prevailed in your department as to the length of the working hours?—I am not aware of any.

3897. Is it desirable that the officials should leave the department for luncheon?—Within proper limits, and safeguarded against abuse, I see no reason why they should not.

3898. 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?—Due regard to the business of the department is had in this connection. The clerks do not leave at the same time, in many cases they do not leave at all. See previous answer.

3899. 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?—So far as service in connection with this department is concerned such service is carefully checked, but the investigation of statements made regarding service in other directions would be a matter of considerable difficulty, and in some cases, the department could not make it. The point is one that should probably receive attention. The decision as to the extent of service to be admitted rests with the Treasury Board.

3900. 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?—This is not a question to which I am in a position to reply.

3901. 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?—A fixed daily sustenance allowance should be made.

3902. Do you make in your department the same allowance for travelling expenses to all classes of officers and for all services, or do you discriminate, and to what extent?—All superintending engineers, engineers in charge of works of construction, and assistant engineers, receive \$3.50 per diem as sustentation allowance, besides actual travelling expenses. Superintendents of canals, when away from their districts, receive \$3.50, besides actual travelling expenses, but for travel over their works the allowance is \$3 per trip, covering sustentation and horse hire, except in the cases of the superin-

tendents of the Welland and Lachine, who receive actual expenses only. The lower grade of the engineering staff receive actual expenses only.

3903. In your opinion, is a Superannuation Act 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?—Superannuation is, in my opinion, an important and desirable feature of the Civil Service; it constitutes, and presumably was intended to constitute, an offset to some extent to the lowness of the existing scale of salaries for the higher grades of the service. I consider that changes, if any were made, should be rather in the direction of extending than of restricting the system, and though, not having studied the question sufficiently, I am not prepared to suggest any scheme, I should regard with favour an extension by which widows and orphans, or other dependents of a deceased contributor to the fund, might receive some advantage from his connection with it. The right to commute a pension, based on expectation of life, should also be conferred, the amount to be deducted from the salary being proportionally increased for this purpose. The power of superannuating should, however, be exercised solely for the good of the service, and on the ground of age, or of physical or mental disability only.

3904. Do you consider the ten-year term sufficient, or would you increase the number of the years to be served before an annuity be granted?—A ten-year term of service should be regarded as sufficient.

3905. Do you consider as a rule the age of 60 years to be a proper age for retirement?—The constitution and mental powers of individuals vary to so considerable an extent that age in itself is no just basis, either to the officer or to the service. It would, however, probably be fair to both to say that an official should be able to claim retirement at the age of 65, or after 35 years' service. The existing powers conferred by the Act appear to meet exceptional cases.

3906. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to their age?—(See answer to preceding question.)

3907. 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?—(See answer to preceding question.)

3908. 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?—Such addition should only be made in exceptional cases and for good cause. It would probably be well that if granted it should be so only under a special vote of Parliament.

1909. 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?—There have only been three cases of added term in this department, one a secretary, one a civil engineer of peculiar technical qualifications, and one the secretary of the official arbitrators whose office was abolished.

3910. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries?—If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interest of the public service, to increase the percentage, in order to provide (a) that, if no superannuation takes place through death or any other cause, the official, or his representatives, should be reimbursed for the abatements deducted from the salary: or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—Yes. (See answer to preceding question.)

3911. Would it be desirable to have a system of insurance in connection with superannuation?—I have not considered the subject.

3912. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—The abatements should be refunded in such cases; the deduction being purely a business transaction between the Government and the employee.

3913. 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?—Not that I am aware of.

3914. 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?—In exceptional cases only. (See previous answer.)

3915. 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?—Superannuation once effected, the employee so retired should thenceforward be left absolutely free to use the rest of his life as he may see fit.

3916. Are there any suggestions you would wish to offer with respect to the Superannuation Act or the working thereof?—None beyond those suggested by answer to No 56.

STAFF OF DEPARTMENT OF RAILWAYS AND CANALS.

In answer to the next question.

First Appointment in Service.	Names.	Class.	Salary. Permanent.	Salary. Temporary.
			8 cts.	8 cts.
December, 1859.....	T. Trudeau.....	Deputy and Chief Engineer Canals. Secretary.	6,000 00	
Correspondence—				
April, 1873.....	F. A. Dixon.....	1st Class.....	1,800 00	
May, 1884.....	J. E. W. Currier.....	2nd do.....	1,400 00	
September, 1880.....	T. C. Watson.....			912 50
February, 1883.....	F. H. D. Veith.....			912 50
Records—Railways—				
March, 1870.....	L. H. Filteau.....	1st Class.....	1,550 00	
July, 1865.....	L. D. Dion.....	3rd do.....	1,000 00	
December, 1880.....	G. E. Methot.....	3rd do.....	1,000 00	
Records—Canals—				
December, 1879.....	H. L. B. Ross.....	2nd Class.....	1,100 00	
June, 1881.....	W. B. A. Hill.....	2nd do.....	1,100 00	
December, 1889.....	A. C. Wright.....			540 00
Mail Room—				
June, 1870.....	L. N. Fortier.....	3rd Class.....	1,000 00	
Copying—				
December, 1879.....	Chas. Costin.....	1st Class.....	1,450 00	
March, 1883.....	Miss Graham.....			540 00
December, 1884.....	Miss Martineau.....			540 00
January, 1887.....	Miss Curry.....			540 00
March, 1887.....	J. A. Bonneville.....			540 00
July, 1889.....	Miss Baine.....			540 00
February, 1890.....	Mrs. Boulay.....			540 00
November, 1890.....	Mrs. Cummings.....			540 00
November, 1890.....	Miss Stacey.....			540 00
May, 1891.....	Mrs. Grafton.....			540 00
Contracts and Leases—				
June, 1890.....	H. A. Fissault.....	Chief Clerk.....	2,350 00	
February, 1890.....	M. Desjardins.....			912 50
March, 1893.....	M. O'Neil.....			912 50
Accountant Branch—				
February, 1890.....	Leonard Shannon.....	Accountant and 1st Class.	1,550 00	
February, 1890.....	J. W. Pugsley.....	2nd Class.....	1,150 00	
February, 1879.....	A. W. Cameron.....	3rd do.....	1,000 00	
Carried forward.....			23,450 00	9,050 00

STAFF OF DEPARTMENT OF RAILWAYS AND CANALS—Continued.

First Appointment in Service.	Names.	Class.	Salary. Permanent.	Salary. Temporary.
			\$ cts.	\$ cts.
	Brought forward...		23,450 00	9,050 00
April, 1882.	A. Crawley.			912 50
November, 1890.	P. D. Doran.			730 00
Collection of Canal Rev.				
September, 1864.	Neil Stewart.	1st Class.	1,600 00	
June, 1869.	B. H. Teakles.	do.	1,550 00	
February, 1873.	C. E. Chubbuck.	2nd Class.	1,400 00	
June, 1873.	R. Devlin.	2nd do.	1,400 00	
December, 1880.	M. McKinnon.			912 50
November, 1889.	J. E. Fortier.			540 00
November, 1890.	E. Bourret.			540 00
November, 1890.	Mrs. Jolivet.			540 00
May, 1891.	W. W. Campbell.			547 50
July, 1890.	F. Beard.		600 00	
Messenger				
March, 1859.	J. N. Deslauriers.	Messenger.	500 00	
June, 1879.	Isidore Deslauriers.	do.	500 00	
September, 1889.	Joseph Martineau.	do.		365 00
February, 1891.	T. E. Deslauriers.	Packer.		365 00
May, 1891.	R. S. Gaisford.	Messenger.		182 50
Engineering Branch.				
Canals.				
October, 1859.	S. McLaughlin.	2nd Class.	1,800 00	
May, 1873.	J. R. Mothersill.			1,600 00
November, 1876.	J. B. Spence.			2,000 00
August, 1879.	G. J. Desbarats.			1,260 00
February, 1889.	W. L. Leslie.			1,260 00
January, 1879.	A. Haniel.			900 00
December, 1883.	Mrs. Almon.			732 00
do 1885.	Miss Williams.			720 00
January, 1885.	H. E. Baine.			720 00
November, 1878.	G. R. Chamberlain.			912 50
December, 1881.	R. W. Brecken.			912 00
Hydraulic Leases—				
May, 1871.	R. C. Douglas.			1,824 00
<i>Railways.</i>				
Chief Engineer and General Manager's Office—				
May, 1864.	C. Schreiber.	Gen. Man. and Ch. Eng'r.	6,000 00	
November, 1870.	L. K. Jones.	1st Class.	1,800 00	
October, 1890.	S. R. Loftus.	Clerk and Messenger.		421 00
Record Office—				
April, 1866.	Thomas Cross.	Chief Clerk.	2,350 00	
March, 1883.	J. L. Dakin.	Recording Clerk.		912 50
August, 1888.	C. W. Ross.	do.		912 50
June, 1887.	P. F. Deslauriers.	do.		450 00
Inspecting Office—				
May, 1875.	Marcus Smith.	Bridge Engineer.		4,500 00
November, 1879.	Thos. Ridout.	Inspecting Engineer.		2,800 00
	Arthur Dale.	Recording plans.		912 50
General and Construction Office—				
July, 1881.	Francis J. Lynch.	Engineer in charge of office.		2,700 00
November, 1871.	E. V. Johnson.	Draughtsman.		1,620 00
do 1878.	A. U. Almon.	2nd Class.	1,400 00	
Railway Committee—				
July, 1869.	W. J. Tilley.	1st Class.	1,800 00	
November, 1878.	M. W. Maynard.	do.	1,800 00	
August, 1884.	Miss Short.			540 00
February, 1890.	Mrs. MacIvor.			540 00
	Total.		47,950 00	43,833 00

3917. Is your department divided into branches ; give particulars, including the name of the person in charge of each branch ; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch ? What is the method employed in your department for the collection and deposit of public money ?—The public moneys collected by this department fall under the heads of railway revenue and canal revenue. The mode of collecting is as follows :

Railway Revenue

Railway receipts from various sources are collected by the station masters, conductors, freight and other agents, and are forwarded to the railway cashiers, who, each day, deposit to the credit of the Receiver General the moneys so received. Bank deposit receipts, covering these amounts are forwarded to this department by the Intercolonial railway daily, and by the Prince Edward Island railway, weekly. In the case of the Prince Edward Island railway, copies of the cash books of the station masters, signed by them, are also forwarded weekly to the department for the use of the Auditor General, and in the case of the Intercolonial railway similar copies are sent to him direct from Moncton.

Canal Revenue.

Moneys are collected by special officers appointed for each canal, who perform their duties under bond. These officers deposit their receipts in some bank and forward to the department the bank deposit receipts. This deposit is made daily in cases where the collections amount to \$100 a day. In other cases, deposit is made so soon as \$100 has been collected, but all moneys received must be deposited at the close of each month.

3918. Give us a general idea of the method employed in controlling the expenditure of your department ?—The expenditure of the department is divided into two sections, namely, (1st) of its Railway Branch, and (2nd) of its Canal Branch. These are again divided into "Construction" and "Maintenance."

EXPENDITURE.

Railways Branch.

Construction.—Works of construction are mainly executed under specific contracts. Payments are made on monthly progress estimates, prepared by the engineer in charge—countersigned by the engineer in charge at head office—and approved for payment by the chief engineer of Government railways. They are then submitted to the department, and after being checked by its accountant, application is made to the Auditor General under whose certificates payment is finally made.

Duly certified construction staff accounts, and pay-lists are paid by departmental checks.

Maintenance.—Maintenance accounts on the Government railways are dealt with at Moncton and Charlottetown, being paid there on due certificates. Statements of all cheques issued are forwarded weekly to the department ; the cheques themselves are returned to the department by the Bank of Montreal after payment. Vouchers for all expenditure are forwarded to the department monthly.

Railway subsidies.—These are paid only on the authority of a special Order in Council in each case, based on the recommendation of the Minister of the department, and a report of the Chief Engineer of Government railways, and that of the inspecting engineer. They are paid by cheques of the Finance Department, issued on the certificate of the Auditor General, to whom application is made by this department for the grant of such certificate.

Canals Branch.

Construction.—The arrangements are the same as for railways.

Maintenance.—All accounts and pay-lists, duly certified, are forwarded monthly to the department through the Chief Engineer of Canals by the superintending

engineers of the several canals. With three exceptions, paymasters are attached to all the canals, and payments are made through them, of salaries, wages, and accounts, the money entrusted to them for this purpose being furnished to the department from the Department of Finance on authority of the Auditor General, or, in the case of the paymaster of the Quebec Canals, by means of a special letter of credit for the exact amount of the payments to be made. All vouchers, after payment, are returned in duplicate to the department, which forwards to the Auditor General one set, retaining the other itself. The paymaster personally makes payment to the individuals entitled to receive the money. On the three canals where there is no paymaster, departmental cheques, both for pay-lists and accounts to each individual, are issued from Ottawa.

3919. What system of purchase is adopted in your department?—In the case of railway supplies they are purchased on tenders. In the case of canal supplies they are purchased on tenders where the quantities involved are large, but small quantities are purchased from time to time as they are needed.

3920. What is the system followed in the issue and receipt of stores?—The system of issue and receipt of railway stores is as follows: Every article, large or small, has to go into the central store, where it is at once entered in the store's ledger as a debt—every article having a special page. Requisitions are issued by the different departments, the head of each department being required to approve of the requisition. When the articles go out of the store they are credited in the store ledger and debited to the department by whom the requisition was issued. The difference between the debit and credit of each account in the store ledger, represents the quantity of each article on hand. Stock is taken at intervals and must agree with the store ledger. Each department makes returns monthly to the accounts branch of the railway, by whom the several items are respectively charged to the branch actually concerned. A general statement of store receipts and issues is forwarded to the department at Ottawa, monthly, finally reaching the Auditor General. The canals only keep a few articles in store such as oil, spare chains, winches, etc. Other articles are purchased from time to time as required on the works, and are received by the superintendent or foreman who sees that they are at once supplied to the work for which they were purchased.

3921. How are contracts generally awarded in your department?—On tenders called for by public advertisement, and, in cases where the lowest tender is passed over, under an Order in Council.

3922. 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?—The only instance is that of a clerk who was employed in connection with the Canadian Pacific Railway Arbitration, and this was specially provided for by Parliament.

3923. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—I do not see my way to reduce the existing expenditure.

3924. In your department, have any abuses prevailed in connection with the supervision of payments?—There have been to my knowledge, only two such cases, and the officials concerned were dismissed.

3925. Have you any suggestions to make with a view to possible amendments to the Audit Act?—So far as this department is concerned, the present Audit Act works well and usefully—I have no suggestion to make regarding it.

FRIDAY, 15th January, 1892.

Mr. T. TRUDEAU'S examination was continued :—

3926. Your statement gives the total number of men on your pay-list in the department; you have no other persons under pay in the department at Ottawa?—No.

3927. You now hold four offices?—I do. I have explained to you how this has occurred.

3928. Considering the circumstances, have you any plan by which with a redistribution of some of these offices, the efficiency and economy of the department might be

increased?—Necessarily, the first step should be the appointment of a secretary. I believe everyone admits that, and I have been pressing it.

3929. Then?—There should be a secretary to the Railway Committee of the Privy Council in addition. There should be two men.

3930. You have a staff of 28 permanent officers and 40 odd extra. With the appointment of a proper secretary, do you think the staff could be reduced?—Oh no, it could not be reduced.

3931. Even with a proper secretary to look after it?—No. On the contrary it should be increased. For example, there is the case of Mr. Fissiault, who is our law clerk, a most excellent man and one who does a great deal of work and does it very well. What I am calling attention to is that we should have another man trained who will be capable to fill Mr. Fissiault's place. Hard working, competent, and experienced as he is for some time past, Mr. Fissiault has not been able to keep up with all the work which falls to him, but we have not in the office any person who could take his place, or aid him in the discharge of his duties.

3932. Is it necessary to have a law officer in your department when you have the Department of Justice to answer all questions of law?—Yes, it is a matter of absolute necessity.

3933. He does not then, we understand, advise in a sense in which the Minister of Justice advises. He is more a draftsman, keeping run of the leading matters and preparing cases for submission to the Minister of Justice?—Yes, exactly.

3934. But in a matter of importance you would not take the responsibility of acting on his advice?—In such cases we do not. We ask him first of all whether there is a question of law involved, and he advises whether the matter is of sufficient importance to require the opinion of the Minister of Justice. I have no hesitation at all in saying that this office is necessary.

3935. Why could not the Law Clerk act also as Secretary to the Railway Committee of the Privy Council?—Because he would have no time.

3936. The Railway Committee of the Privy Council sits only on certain days as a court sits, and it is necessary for it to have a registrar: but the work of the secretary of that committee cannot be very serious except when the court is sitting?—There is always more or less correspondence—then there is required a thorough perusal of shorthand notes of the proceedings before the committee, which are taken verbatim to avoid the possibility of points being neglected which should be considered in framing orders and in making entries in the minute book—the preparation of cases for hearing, with a succinct statement of each, containing the latest information up to the moment of hearing, a copy of such statement being furnished to each member of the committee—the drafting of reports to Council and orders of the Committee, in doing which great care has to be taken that the provisions of the Railway Act are not overstepped—the continuous study of cases, which are many of them of great importance, so as to be ready at any time to give information respecting them, etc., examination of plans to see that they give proper information, or correctly certified, etc.,—consultations with the Chief Engineer—and the general and constant watching to ensure each case passing through its various stages to final action without undue delay. The attendance before the committee when cases are being heard, and the taking of notes and evidence, and furnishing the committee with any documents or information asked for, are not the most important of the duties of the office, or those which consume the time.

3937. How many times a year does the Railway Committee of the Privy Council sit?—It sits irregularly; last year there were twelve sittings, the year before ten. There is constantly something being done in connection with it. There are questions coming up every day.

3938. Do you ever take a holiday?—No.

3939. When were you last absent from the department on leave, say for a week or so?—I do not know. It is not very easy for us to get away, owing to the technical nature of our work. In summer we cannot go out much, and in winter there is the Session.

3940. Are you afraid of the consequences to the work of the office, should you take a holiday?—Not so much that, but I cannot get away very well.

3941. You have always had a secretary of the department until recently?—Yes.

3942. And yet you cannot take a holiday?—Of course I could.

3943. Do you think that both you and the department would be better if you did take a holiday?—I am not sure that the department would be very much better. I do not know.

3944. In what do you think the powers of the present Board of Civil Service Examiners are sufficient?—We do not feel the want of any change.

3945. The candidates who have been appointed to your office in the past have been sufficiently efficient?—Yes, I have already explained that what guides me very much is what I see of the men in actual trial.

3946. We are asking you as the senior of the deputy heads your opinion as to how the board could be improved?—I have not looked into the question.

3947. What do you mean when you say that its powers are sufficient?—So far as our department is concerned it meets our wants. I cannot speak in reference to the whole of the administrative offices of the government.

3948. In making recommendations for increase of salary do you recommend a man simply because he is not a drunkard or in any way disreputable?—We always take ample time to consider the matter.

3949. Do your chief clerks sign the attendance book?—This attendance book naturally comes under the charge of the secretary, being one of the features of the internal routine of the department which it is his duty to see properly maintained and regarded. Since Mr. Bradley's departure I have not personally paid any attention to it, but under my instructions Mr. Shannon, the accountant, looks after it for me.

3950. He is a first-class clerk?—He is the Chief Accountant.

3951. Is there any feeling in the office among the chief clerks with regard to this office being put upon him? The law states that people of a higher grade than he shall sign the book?—I have not heard anything of such a feeling—I do not believe it exists.

3952. When a secretary is appointed, this attendance book will be put in proper order and attended to?—Yes. It is at present in proper order and is attended to.

3953. And you have it borne in your mind that all members of your staff must sign that book?—Yes.

3954. In regard to travelling expenses, you say that the superintendents of canals when away from their districts receive \$3.50 per day, besides actual travelling expenses, except in the cases of the superintendents of the Welland and Lachine canals, who receive actual expenses only. Would that be under \$3.50 as a rule?—I believe it would be, of course this applies solely to the examination of their canals.

3955. The Welland and Lachine canals are the two principal canals?—Yes.

3956. Would it not be right to apply the same rule to the other superintendents?—The examination of the shorter canals entails comparatively small expense, whereas long lines of navigation require prolonged absence from home.

3957. When was the Public Works Department divided?—In October, 1879.

3958. Your department has now nothing to do in connection with the Canadian Pacific Railway except in connection with the closing up arbitration?—Not in connection with construction, but there is and probably will be for some time, work in the transfer of right of way lands, and various questions are involved in the past connection of the Government with the buildings of parts of the line.

3959. Then, there were fewer railway subsidies granted last session?—There were not many granted last session, but a number are still current, granted in previous years.

3960. Apart from the deepening of the canals, there is no new work under contract, except the Soulanges and Sault Ste. Marie canals?—The completion of the enlargement of the St. Lawrence canals involves the construction of new locks and other works which are also under contract. There is also the deepening of the channels in the intermediate lakes to be undertaken. The deepening of Lake St. Louis will cost a large sum of money.

3961. The old department had charge of public works and buildings as well as railways and canals?—It had.

3962. With about two-thirds of the staff of the present department?—No comparison can fairly be made.

3963. Do you not think that with the completion of the works on the canals, and the Canadian Pacific Railway finished, the staff of the department might be decreased? For correspondence, for instance, you have one first class clerk, one second class clerk, and two men at \$2.50 a day each. What do you call correspondence?—Letters, memoranda for the Minister or myself, the submission of cases for the opinion of the Department of Justice and reports to Council.

3964. Then, in the Branch of Records, for railways you have one first class clerk and two third class: what do they do?—They endorse the letters received and record them in the various books, filing them, distributing them, or gathering them together when they refer to cases in hand, and keeping general track of them.

3965. Do they make any precis of the correspondence?—They do, both of letters received and of those sent.

3966. Do they send replies to correspondents?—No.

3967. Does that apply to the Intercolonial Railway?—It does not apply to the operation of the Intercolonial, which Mr. Schreiber has charge of.

3968. What part of the Intercolonial would that have reference to?—It would apply to that part of the correspondence between the Intercolonial and the public. Mr. Schreiber, just like the manager of an ordinary railway, manages the traffic of the Government roads. But if the public want to obtain any concession the request is generally made to the Minister. The letter is endorsed at the department and forwarded to Mr. Schreiber. We do not necessarily write Mr. Schreiber, but we refer the letter to him. Mr. Schreiber then writes his views on the subject, probably on the back of the letter. Our theory is to have any advice put down in writing so as to build up the chain of responsibility. If the Minister decides to grant the request, there is possibly a report to Council, and the authority of the Government is obtained. When this Order in Council is received, the authority is conveyed to Mr. Schreiber by letter. That is where the letter to him comes in.

3969. To do this work you have one first class and two third class clerks. After all, it is mechanical work to put the contents of a letter on the back?—Those men attend to the book keeping and registering as I have already explained.

3970. Have you ever made a careful examination to see whether there was really work enough for the three? The secretary has, we presume, to look after that?—The secretary would of course answer better than I, but the work could not, I believe, be satisfactorily performed with a smaller staff than the present.

3971. In the Canal Records there is pretty much the same thing—two second class clerks and one temporary man at \$1.50 a day?—The work in the Canal Records Branch is practically the same in character as that in the Railway Record Branch, which I have indicated.

3972. In the mail room there is only one man; what does he do?—He sends off the letters, sees about the stationery and keeps a record of what is wanted for the estimates. He attends to the office supplies, not only to the head office, but also for all the various canal offices, making out the necessary requisitions to the proper departments both for printed forms and stationery.

3973. Do you not think that \$1,000 is a good deal to pay a man just to see that the letters come in and go out?—It would be if that were all he did.

3974. He keeps your frank?—Yes.

3975. In the copying branch you have one first class permanent and nine temporary clerks at \$1.50 per day each, of whom eight are ladies, and of whom five have been appointed since July, 1889. What are their duties?—Most of them are type-writers, and they copy letters, specifications and reports. The returns to the House also are very voluminous and require a large amount of time.

3976. For your contracts and everything of that kind, you have printed forms? — Yes.

3977. They do not have to copy any of these?—The preparation of these contracts and forms would involve copying before the draft is approved for printing.

3978. Have these persons been appointed upon your requisition, or have they been given to you?—You are speaking to me as secretary?

3979. Or deputy—the responsible officer?—All I can say to you is that I know a great deal of copying is done; and is required to be done; that these persons have been taken on to perform the work.

3980. These extra clerks are paid out of outside votes, and not out of contingencies?—Yes.

3981. And consequently they were appointed at the instance of the Minister, and not by a requisition from you?—I cannot speak from memory.

3982. In the contracts and leases branch, the law branch, you have a permanent chief clerk, and two temporary clerks at \$2.50 a day each?—Yes.

3983. One of whom has been there since 1880 and one since 1883?—Yes.

3984. And also the men under him?—Yes.

3985. Is either of these assistants a notary or an advocate?—I believe one was a notary. He is not employed in that capacity.

3986. In the accountant's branch you have a first class clerk, a second class, a third-class and two temporaries?—Yes.

3987. Is not one of the temporaries doing exactly similar work to that of one of the permanents?—It is quite possible that his work may be similar.

3988. When the credits were being issued for your department was it not noticed that one of the substitutes to sign the cheques was a temporary clerk?—I do not recollect that.

3989. Was there not some correspondence with the Auditor General on that subject?—I think there was.

3990. Coming on the general question, what rule determines the appointment of men as permanent and as temporary clerks?—There is no rule.

3991. In the collection of canal revenue you have four permanent officers employed, transferred to you from the Inland Revenue Department and five temporaries?—Only four officers were transferred, but besides these there was in the Inland Revenue Department one extra clerk attached. In addition a large amount of work connected with the "printing of forms" and distribution to the outside offices, payment of contingencies and salaries, keeping of revenue accounts, &c., was done by other clerks who were not transferred and provision had to be made for its execution. This work is all performed by the present staff. Practically, there is no increase of the staff. The statistics, and the revenue and expenditure of this branch are voluminous and call for a large amount of attention.

3992. The first of these temporary men came in with the change of the department?—Yes.

3993. The other four were added since November, 1889?—Yes.

3994. You prepare the leases and contracts in connection with the canal revenues?—Yes.

3995. And one reason for the transfer from the Inland Revenue Department to your department was to save time and labour, in the interest of economy and efficiency?—Yes, to avoid the necessity for constant reference from one department to another, this being the department through which rentals are fixed, remitted, or readjusted, and claims in that connection dealt with.

3996. Having them all under the one administration, is there anything to justify the addition of four extra clerks?—I have endeavoured in my previous answer to show that there has been practically no addition.

3997. You have five messengers, two permanent and three temporary?—Yes.

3998. Three of the same surname—the same family, father and sons?—Yes.

3999. In the Engineering Branch of Canals you have a staff of nine—one permanent and eight extra, the latter receiving, one \$2,000, another \$1,600, two \$1,260 each, one \$900, one \$912, one \$732 and one \$720, and they have been in the service varying from eighteen years to three years?—Yes.

4000. And your general remarks apply to them, that you think some of them should be made permanent?—Yes; I would be very cautious about making too many permanents, because the same thing may occur with the canals as occurred with the Canadian Pacific Railway. During a certain number of years there was a great deal of work done in the department in connection with the construction of the Canadian Pacific Railway, and after it was completed some of the men were not wanted and the staff was very much reduced. The same thing will apply to the canals. The engineering staff should be elastic.

4001. They should not be appointed either as members of the temporary or permanent staffs, but should be engaged as engineers who are attached for the time being?—Yes.

4002. Would it not be better, then, to take one specific vote for the engineers' staff as they are needed, and not have them scattered over the service in various votes?

I do not see the advantage in that. After all, there is not much difference between a man earning his living as an engineer, and another earning his as an operative on the work; the pay of both is properly chargeable to construction.

4003. Is there not this difference, that the public, seeing the Public Accounts, are under the impression that you have a staff of only 28 at Ottawa, whereas you have really a staff of 70 or 80?—What I mean is that this special staff is engaged in the work of construction. I think that the public, watching the extent and importance of our works, both railways and canals, recognize the necessity of the employment of a larger number of men than the 28 comprised in the Civil Government vote for ordinary departmental work.

4004. While they are in the field their work might be charged to construction; but while they are in the department designing, draughting and making estimates, they are engaged in departmental work? That distinction is one merely of the place in which the work is performed, not one of the work itself, which still remains that of construction, not of administration.

4005. Would it not be better to have all this engineering staff attached to the department at Ottawa paid out of one specific vote instead of being charged to several votes?—I think not; I think the engineers should be paid out of the votes for the works.

4006. Mr. Douglass, who is in charge of hydraulic leases, has been in your department for twenty-one years?—Yes.

4007. Is not his work permanent, constant, day to day work?—Yes. The intention is that he should determine the quantity of water used, and, generally, deal with questions involved in the granting, renewal, or cancellation of leases.

4008. He is paid \$5 a day; how do you appropriate his salary? Do you charge one month to Lachine Canal, one to Welland, or in some such way?—He is paid in the same manner as the rest of the engineering staff out of appropriations. It may be a question whether, in view of the permanency of his special duties, this mode of payment should not be altered.

4009. In Mr. Schreiber's office, he has only himself, one assistant and a temporary clerk?—Yes.

4010. Then, in the railway record office there is one chief clerk and four temporary clerks?—Yes. This is the Government railway operation branch.

4011. In the inspecting office there are three temporary officials, a bridge engineer at \$4,500, an inspecting engineer at \$2,800, and a recorder of plans, etc., at \$912.50?—Yes.

4012. These men do important duties?—Yes.

4013. And none of them are on the permanent staff?—No. Mr. Marcus Smith is an engineer of great experience, and I believe his duties are altogether given up to the examination of bridges, including those of subsidized lines. Before Mr. Schreiber

approves of a work involving bridge construction he puts the matter into the hand of Mr. Marcus Smith, who makes a careful examination in order to determine whether sufficient strength has been given to meet the strains on the structure.

4014. He is there to see that the country gets value in the construction of bridges?—Yes; value and safety. Mr. Ridout is engaged in the work of actual inspection of railways. He is also in charge of all railway plans, etc., not only those sent in for approval of location in the case of subsidized lines, but also of those sent for examination and certificate under the expropriation clauses of the Railway Act.

4015. So long as Parliament grants railway subsidies, it is necessary under the Railway Act to have inspecting engineers?—Inspection under the Railway Act is solely in the interest of the public safety and will always be necessary.

4016. In the general construction office, there is an engineer in charge, a draughtsman, and a permanent second class clerk?—Yes; when Mr. Schreiber leaves town, we go to Mr. Lynch, the engineer in charge at headquarters.

4017. He is one of the permanent temporaries?—Yes.

4018. Do you find any want of discipline when permanent clerks are put under temporary engineers in this way?—The permanent second class clerk you have just referred to is the only instance of the kind.

4019. There is a good understanding?—Yes.

4020. In the Railway Committee Branch you have two first class clerks, Tilley and Maynard, and two lady assistants?—Yes.

4021. You really do not need two first class clerks for the Railway Committee?—No.

4022. These two first class clerks are under the secretary?—Yes.

4023. Is there any necessity of grouping the work into so many branches?—Certainly. It is only by such grouping that any system can be maintained, at the same time in the event of pressure or emergency we should utilise the services of any competent officer.

4024. You ask anybody in the department to do any work that has to be done. You do not pay for extra work to anybody? We only pay a simple salary or the per diem allowance. Another thing I may say is that there are some men in the department who do not look to hours at all.

4025. That is, you have some men who work over hours?—Yes.

4026. On each canal is there as a rule a superintending engineer?—Not on each canal.

4027. You have a superintending engineer on the Rideau Canal?—Yes.

4028. Have you a superintendent on that canal as well?—No. Both offices are filled by the same person.

4029. Describe the staff on a canal?—There are four groups of canals. Take the Welland canal and the Sault Ste. Marie canal—the works of construction are under the charge of one district engineer. On the Welland canal there is also a superintendent who has charge of the lockmasters and the general working of the canals. Another district consists of the canals on the St. Lawrence. The third district comprises the Quebec canals, the Lachine, the Beauharnois, Ste. Anne's, St. Ours, Chambly and Carillon and Grenville. The fourth District would be the Rideau.

4030. Each canal has a superintendent?—Yes.

4031. And for engineering purposes the canals are divided into these districts?—Yes.

4032. In addition to the superintendents and the engineers in districts, you have paymasters?—Yes.

4033. Are those assigned to districts—you have not a paymaster on every canal?—No.

4034. You have also toll clerks on the canals?—Yes.

4035. And the bridge tenders and lock keepers?—Yes.

4036. Are there any others attached to the canals besides those named?—There are men connected with the repair.

4037. These constitute a canal staff?—Yes.

4038. When works of construction are given out, even when let by contract, do you put on a staff of engineers for construction?—For small works there is possibly an inspector appointed. If the work is sufficiently large, an engineer is placed in charge of it.

4039. On the Cornwall canal you have two assistant engineers?—They are to check the contractors' work.

4040. You have four inspectors of masonry on that canal?—I believe so.

4041. You have also inspectors of earthwork?—Yes.

4042. You have also rodmen, chainmen and axemen?—Yes.

4043. What do they if the work is let by contract?—It is let by contract, but it is let by the yard, and it has to be measured.

4044. These men are necessary to check the contractors' work?—Yes.

4045. Who appoints all these men?—Mr. Page always insisted that they should be selected by himself, and I believe that is a very good rule.

4046. In the new works which have been under construction since his time, on the Sault Ste. Marie Canal, for instance, do you do that?—We have not had occasion to do much masonry there yet. The necessary men will be sent there when they are required.

4047. As a rule all these men have been appointed by the Chief Engineer?—Yes.

4048. And you think that is a good rule?—I think it is a most excellent rule.

4049. You have no reason to believe that politics interfered with that?—No. The Engineer's Department would resist such interference.

4050. You have had some trouble with late paymasters on your canals?—Yes.

4051. And a different system is now followed, is it not?—The system is more closely carried out. All accounts undergo three audits before they are passed by the department for payment; these are made by the local engineer, the Chief Engineer's Office, and the Accountant of the Department.

4052. Did the department suffer any losses under your system?—It is difficult to say.

4053. Then, there is no reason to believe that your paymasters have now any opportunity of sending a pay-list for more men than are actually engaged on the work?—No. The paymasters do not prepare the pay-lists.

4054. Or charging for one thing and getting another?—No.

4055. This review of the paymasters' work arose out of the Auditor General's Office?

Yes; I must say we owe a great deal to the Auditor; he is of great assistance to us; I mean that he helps us to find out any weak points within ourselves.

4056. During the late regime, Mr. Page let the contracts and was arbitrator as well?—The contracts were awarded by the department, or by the Government. Mr. Page acted in several cases as sole arbitrator for the determination of difficulties arising from such contracts. This was done under an express clause of the contracts, to that effect.

4057. That system is all done away with now?—We have had no arbitrations since Mr. Page's death. The clause I refer to has been altered so as to make the Exchequer Court the arbitrator.

4058. A contract is now a contract?—A contract is a contract, but we have not entered into any contracts of moment since the death of Mr. Page.

4059. There is no appeal except to the courts?—No.

4060. Under those contracts the Chief Engineer could do as engineer the same thing that Mr. Page did as arbitrator?—As engineer he could only deal with matters upon the strict terms and meaning of the contract, he could not take evidence on oath as such engineer. But as arbitrator he could deal under sworn evidence with matters arising from the contract, but not provided for by it, on the basis of equity, and the contractor would be absolutely bound by his decision.

4061. But under the contract the contractor could not get paid for anything unless it was certified by the Chief Engineer?—He could not.

4062. Therefore until the Chief Engineer had made his certificate the contractor could not recover?—That is true.

4063. Was not the contractor then as much bound as he would be by any arbitration?—The fact that he could not get paid did not bind him, the wording of the different contract clauses is such that I am not prepared to say how far the contractor would or would not legally be bound to accept the engineer's decision at all points.

4064. Was not the fact of the matter that Mr. Page as arbitrator could allow to contractors what he could not allow them as chief engineer?—Certainly. Mr. Page, as engineer could only allow what the strict letter of the contract would admit of, even if, in actual working, the specifications and descriptions upon which the work had been let were found not to accurately represent the true state of the case, or were to fail in making provision for dealing with certain contingencies. Mr. Page as arbitrator would have those features presented to him in a claim, he would examine the claim under oath, and would settle the matter; that was the advantage of an arbitration.

4065. The result was that after the work was all done, Mr. Page as arbitrator really made a new contract for the parties?—He made an award, by formal consent of the Government, adjusting difficulties arising out of the actual execution of the contract.

4066. And the award was not based on the contract; otherwise he could have done everything as chief engineer?—It was not confined strictly to the contract.

4067. In connection with your canals you have here and there steam dredges?—Yes.

4068. Are those the property of the department?—Some of them are.

4069. Are any of them connected with Mr. Arnoldi's work?—No.

4070. You have paid a considerable amount of money for land damages?—Yes.

4071. What is your system in regard to those?—The system is, in the first instance, to get some man having a knowledge of the value of property to negotiate with the proprietors and see if they can agree, and if they fail to agree, the property is expropriated.

4072. In regard to your expropriations of lands on canals you have not had much difficulty ordinarily in inducing the parties to settle?—Not when the very large number of parcels of land taken is considered, and the various and complicated features of the damages sustained and which have to be settled for.

4073. The total revenue from canals during the year is about \$325,000?—Yes.

4074. And to maintain these canals and keep them in ordinary repair costs about \$500,000?—Yes.

4075. And the tendency is to decrease the tolls?—Yes.

4076. Can you suggest any means for equalising the receipts and expenditures?—I do not look for any change while the St. Lawrence canal system continues to be limited by the dimensions of the present unenlarged portions.

4077. How many canals are to be enlarged?—The construction of the Soulanges Canal is the principal work. The Lachine Canal requires to be deepened two feet for about 6½ miles. The Cornwall and Williamsburg canals also are in hand.

4078. When do you expect they will all be completed?—In about four years.

4079. Then your canal system will be completed?—So far as the St. Lawrence system is concerned.

4080. What capacity of boat will they be able to receive?—The boats will be 255 feet long, and will draw 14 feet of water.

4081. Have there been any losses in the collection of revenue?—There has been only one case of misappropriation of funds by collectors. All collectors are under bonds.

4082. You prepare a lot of maps in your department?—We do prepare some.

4083. There are maps also prepared in the Geological Service?—Yes.

4084. And the Post Office department prepares maps?—Yes.

4085. And the department of the Interior?—Yes.

4086. Is there not very often a difference in these maps?—I have not compared them. We prepare small plans, rather than maps, showing the railways and canals. Our principal map is a railway map. But these maps are only compiled; they do not pretend to be made from surveys of this department.

4087. They accompany your reports?—Yes.

4088. And they differ from other maps of the same territory?—Possibly. They are prepared for a specific purpose only.

4089. Would it not be better to have one bureau entrusted with the preparation of maps—skeleton maps?—I think it would.

4090. Do you give any preference to the graduates of the Kingston Military College in your engineering departments?—There is no special preference given so far as I am aware. Any man who presents credentials from such an institution as the Military College would no doubt find his application to be tested on the departmental works very favourably received, and should it be found by practical experience that he possesses the necessary qualifications, he would probably rise to a responsible position. I may say that the department has, in a number of instances, been able to give graduates of the college work with its railway staff. With regard to the canals, a number have from time to time been employed.

4091. Would not the graduates of the Military College be exactly the class of men you would want for that purpose?—I think that from their theoretical training they should prove useful.

4092. Have you any at all employed in the Department of Railways and Canals? I believe we have about half a dozen engaged on canal works.

4093. And you think that for purposes of exploration and the kind of engineers you want to go into the field, these graduates would suit you very well?—I think so, but as I have explained, a successful examination does not always indicate capacity for becoming a practical engineer. There must be, for that, qualities inherent, not to be acquired from books.

4094. The training at the Military College would bring out that?—It should do so.

4095. You mean the authority and discipline over men, and that sort of thing?—That is a feature, but a minor one as qualification for first employment on an engineering staff. It is more useful later on, when experience and practical knowledge have been acquired, and positions of responsibility attained.

4096. As a matter of fact, the Canadian Pacific Railway draw largely from these men for their engineers?—I do not know.

4097. Do you think any steps might be taken by which the Government could employ more of these men than are now employed?—If more of these qualified men cared to present themselves for employment, an opportunity could no doubt be afforded to utilize their services.

OTTAWA, 15th January, 1892.

The following gentlemen, composing a delegation of officials from a number of the departments of the service, waited upon the Commission:—

W. J. Barrett, Accountants' Branch, Post Office Department; S. S. Thorne, Money Order Branch, Post Office Department; M. G. Dickieson, Finance Department; John Gorman, Audit Office; Joseph A. Doyon, Inland Revenue Department; Murdock McKinnon, Department of Railways and Canals; J. S. Dennis, Topographical Surveys Branch, Department of the Interior; W. H. Harrington, Post Office Department; H. H. Morton, Post Office Department; Leonard Shannon, Department of Railways and Canals; W. F. King, Department of the Interior; F. S. Checkley, do; J. S. Eagleson, do; George Bell, do; H. Fletcher, Geological Survey; W. H. C. Smith, do; William Smith, Mail Contract Branch, Post Office Department; C. Falconer, Post Office Department; W. J. Lynch, Department of Agriculture; H. H. Bailey, do; J. Marmette, do; R. N. Venning, Department of Fisheries; W. A. Orr, Department of Indian Affairs; J. G. Barrette, Department of Queen's Printer.

W. J. BARRETT, on behalf of the delegation, read the following statement:—

OTTAWA, 11th January, 1892.

SIR,—I have the honour to transmit to you, to be laid before the Civil Service Commissioners, the report of the delegates chosen to represent the several departments before the Commission.

It is not intended that this report shall be intended as including all the subjects upon which the delegates wish to make representations, and I may say therefore that they do not desire it to be understood that by subscribing to this report they in any way forego their privilege of appearing before the Commission. They would be glad, in addition to the general observations made in this paper, and which may be considered as applying to the service as a whole, to submit to the Commission such reports and observations as relate more particularly to the departments they severally represent.

I have the honour to be, Sir,

Your obedient servant,

(Signed,) F. K. BENNETTS,

Secretary Committee of Departmental Representatives.

J. H. FLOCK, Esq., Q.C.,

Secretary Civil Service Commission,
Ottawa.

REPORT OF THE DELEGATES CHOSEN TO REPRESENT THE SEVERAL DEPARTMENTS BEFORE THE CIVIL SERVICE COMMISSION.

It is not the intention of the representatives to take up the time of the Commission with any lengthened arguments in support of the propositions they are about to submit. These subjects were so exhaustively discussed before the Civil Service Commission of 1880 that there is no need to repeat the arguments then brought forward, and which still exist with equal force. They therefore beg to make the following observations and suggestions upon the several matters hereinafter mentioned respecting the Civil Service :

I.—STAFF.

Those extra clerks who have been continuously employed for a number of years, whose services will be needed in the future, and whose qualifications fit them for appointment, should be put on the permanent list, at salaries not less than they are receiving as temporary clerks.

Such extra clerks, messengers and lower grade employees as are now in the service should be subject to the same regulations and enjoy the same privileges as the permanent staff.

The minimum salary of a messenger or other lower grade employee should be \$400, and such salary should be increased by annual increments of \$40 until a maximum of \$600 is reached.

2.—PROMOTIONS.

Promotion examinations should be continued, but should be confined exclusively to the duties of the office to which promotion is to be made. This examination, coupled with the regulations now in force, by which additional value can be added in proportion to the merits of each candidate as shown by his previous work in the department, ought, if carried out in its integrity, to ensure the best results.

With the exception of deputy heads and officers requiring professional qualifications, no one should be appointed to any position above a third-class clerk unless he has passed the prescribed promotion examination.

Promotion should go by seniority, all other things being equal, but merit should be considered before mere length of service; the object being to secure the best men obtainable. When vacancies occur, or the necessary provision has been made by Parliament, those who are otherwise qualified should be eligible for promotion to a higher class, irrespective of the length of the time they may have served in the lower.

The efficiency of the service would be very much increased if the higher offices were filled from its own ranks, and if when new appointments to the third class are to be made preference were given to those packers, messengers, &c., who have passed the

prescribed qualifying examination. No arguments are needed to prove that ambition, the desire to better themselves and to attain to something higher are the strongest motives that move mankind. This being granted, it follows that the knowledge that there is slight hope of rising, that the higher offices are reserved for, and, as a rule, filled by persons brought in from outside the service, tends to the discouragement of the officers and the demoralization of the service. In many cases the men thus favoured are inferior in natural abilities to those over whose heads they are placed, besides lacking the knowledge gained by years of practical experience. We contend that the same rule should be followed in the Government service as elsewhere, and, as no corporation or business man will entrust the management of his affairs to unskilled and inexperienced men, that the Government should not pursue a different course, but follow the system which experience has shown to be best in the outside world. We know of no instance in which a promotion made from the service has been a failure, nor is there reason to fear that such will be the case. When theory is thus corroborated by experience, is there any reason why it should not be adopted as the rule?

The power to go outside the service to secure a person to fill a position where professional or technical qualifications are required should only be exercised with regard to those offices where such qualifications are needed.

3.—HOURS OF ATTENDANCE.

If the present hours of attendance were strictly enforced, and if every man were so placed that he could perform that amount of work which should properly be his share, there would be no need to increase the hours of attendance. Generally speaking, the work now is completed within the regular hours; increasing them will only have the effect of compelling men to remain longer in their offices, without bringing any corresponding gain to the public service, as for many reasons it is not likely that any great reduction in the number of the staff will be carried out.

It may be observed that the deputy head of each department has power at present to command the services of the clerks for any length of time that may be necessary for the performance of the regular work.

4.—MEDICAL CERTIFICATE IN CASE OF ILLNESS.

The regulation requiring a certificate from a physician appointed by the Government when application is made for sick leave is considered a great hardship; the certificate of the regular family physician should be sufficient. In case of illness necessitating absence from duty for a few days only, no medical certificate should be required. If the Government desire to have a special medical examiner the Government should pay him. A clerk prevented by illness from attending to his duties should report in writing to the deputy head of his department, and the deputy head could, if he thought fit, instruct the Government medical examiner to visit the absent employee and report on his case. The Government would then be in possession of an unbiased opinion as to whether the circumstances warranted the granting of sick leave.

5.—ABUSES.

There is a very strong feeling in the service that when an abuse occurs those to whom the abuse is owing should be punished, and not that the whole service should be made to suffer. Many privileges which the service has enjoyed so long as to fairly constitute them emoluments of office, and which practically formed part of the contract under which they gave their services to the Government, have been taken from them, solely because a few men have abused them. We respectfully ask that when an abuse of a privilege occurs measures be taken to punish the real offenders.

6.—SUPERANNUATION.

This subject was very fully enquired into in 1877 by the Civil Service Board, and exhaustive and able reports made upon the question by Mr. Courtney and Mr. Brymner.

These reports and the deductions arising therefrom were approved of by the Civil Service Commission of 1880, and embodied in their report. Among the deductions we find the following :—

“That the system of superannuation allowance was established solely on the grounds of benefit to the state, and not out of consideration for the members of the Civil Service.

“That the principle laid down had been recognized by every state in Europe, with the exception of Switzerland, in which country there is no system of Civil Service, properly so called.

“That in those states *only* in which provision is made for widows and orphans are abatements made from salaries.”

We would also beg to observe that statements were prepared in the several departments, and submitted to the Commission, showing the results of the working of this Act during the first ten years of its existence to have been a net gain of over \$300,000 to the country. Those statements were carefully examined into by the Commission, and they felt justified in reporting as follows :—“That while the annual payments to superannuated servants greatly exceeded the contribution by the service to the fund, the difference is far more than extinguished by the reduction or total obliteration of salaries, of which no account appears in the statements laid before Parliament.”

In view of the above indisputable facts, it may fairly be claimed that the abatement now made from salaries should be repaid to the families of those clerks who, either through death or any other cause, are not placed on the superannuated list ; but the members of the service, whom we represent, would willingly consent to the rate being increased to three per cent, and to pay the superannuation abatement as long as they remain in the service, in order to insure the abatement with accrued interest being refunded in such cases, with the option to those superannuated of accepting a commutation in lieu of superannuation allowance to the extent of the abatement paid.

7.—INSURANCE.

The institution of some system of insurance would be cheerfully accepted by the service, participation in it, in whole or in part, being left optional to those now in the service, but compulsory to all who may be appointed hereafter.

CIVIL SERVICE COMMISSION.

The establishment of an independent Civil Service Commission, upon the lines recommended by the last Commission of enquiry into the service, who should deal with all matters relating to appointments, promotions and superannuations, as well as with any irregularities or grievances that might arise, would add greatly to the efficiency of the service.

OFFICE ACCOMMODATION.

Many offices are not fitted up so as to afford proper accommodation or even protection from the weather. The windows are so badly fitted that the clerks suffer severely from the drafts that cross the rooms in all directions. In others the light and ventilation are bad. This question demands the close attention of the Commission, with a view to effecting the necessary improvements.

The undersigned representatives concur in the above report and sign the same upon the distinct understanding that concurrence therein does not prejudice their privilege with respect to subjects not included in the report, or to the subjects therein treated, but as to which in their opinion enough has not been said to make such representations to the Commission as they consider best calculated to serve the interests of their respective departments.

JAMES BARRY, Customs, Chairman.

F. K. BENNETTS, Privy Council Office, Secretary.

M. G. DICKIESON, Finance.

F. COLSON, Secretary of State Department.

JOHN GORMAN, Audit Office.
 W. J. BARRETT, Post Office Department, Accountant's Branch.
 C. FALCONER do Secretary's Branch.
 W. SMITH do Mail Service Branch.
 H. H. MORTON, Dead Letter Office, Post Office Department.
 O. FORTIER, Printing and Supply Branch do
 JOSEPH H. LEWIS, Printing and Supply Branch, Post Office Dept.
 S. S. THORNE, Money Order, Post Office Department.
 W. A. ORR, Indian Department.
 W. J. LYNCH, Patent Office.
 J. MARMETTE, Archives, Department of Agriculture.
 GEORGE BELL, Interior Department.
 J. S. EGLESON, Interior do
 FRANK S. CHECKLEY, Interior Department
 LEONARD SHANNON, Railways and Canals Department.
 R. N. VENNING, Fishery Department.
 J. S. DENNIS, Interior Department.
 W. F. KING, Interior do
 HUGH FLETCHER, Geological Survey.
 W. H. C. SMITH, Geological Survey.
 J. G. BARRETTE, Public Printing and Stationery.
 J. A. DOYON, Inland Revenue Department.

The Commission invited any members of the delegation who desired to speak in respect to the report just presented.

None responding, the representatives of the various departments were called, and were given an opportunity to lay their views before the Commission.

Mr. J. S. DENNIS submitted the following statement :

DEPARTMENT OF THE INTERIOR,
 TOPOGRAPHICAL SURVEYS BRANCH,
 OTTAWA, 29th December, 1891.

To the Civil Service Commission :

GENTLEMEN,—The undersigned has the honour, as the representative of the professional and technical temporary employees of the Topographical Surveys Branch of the Department of the Interior, respectfully to submit the following facts for your consideration.

This branch of the Department of the Interior has charge of all the land surveys for the Government in Manitoba, the North-West Territories and the railway belt of British Columbia. It is also charged with the survey of international boundaries, and boundaries between the provinces and territory controlled by the Dominion, and the exploration and the survey of the large northern and north-western portions of the Dominion which are yet comparatively unknown, with astronomical and magnetic observations, geodetic triangulation, &c. The geographical nomenclature of maps issued by the Government and the survey of ordnance lands in the different provinces also come under the duties of this branch.

The present staff of the branch is set forth in the schedule hereunto attached, a reference to which will show that only ten members of the staff are permanently employed, the remaining twenty-two being styled temporary employees.

Attention is respectfully drawn to the very small proportion of permanent employees in this branch when compared with other technical branches of the service, notably the surveys branch of the Department of Indian Affairs and the Geological Survey Department.

The present staff of the branch is small considering the work done, and there is not the slightest doubt that there will be ample work in connection with the surveys to keep a staff of the present strength employed during the natural lives of the present members.

Many of the so-called temporary employees, as will be seen from attached schedule, have worked for a great many years, and this time is lost in so far as benefits of superannuation are concerned.

The draughtsmen in this branch are paid much smaller salaries than are paid to temporary draughtsmen in other departments. This will be seen from the following schedule of salaries paid :

The average salaries are as follows : —

Railways and Canals.....	\$3 36 per diem.
Geological Survey.....	2 90 "
Public Works (Architect's branch).....	2 70 "
Public Works (Engineer's branch).....	2 47 "
Indian Affairs.....	2 50 "
Interior.....	2 11 "

There is no apparent reason why the salaries paid draughtsmen employed in this branch should be so much below the average of those paid by other departments. They are engaged in work of much the same character, and as proof that the higher salaries in other departments are not paid for greater skill or qualifications, many cases may be cited of draughtsmen who have left this branch to enter other branches of the public service and who, if not immediately engaged at higher salaries, have received them shortly after. To place the salaries of the draughtsmen of the branch on a par with those paid in other technical branches of the Government service they would have to be increased about 35 per cent. A number of valuable men have left this branch in consequence of the small salaries paid and the uncertainty of being permanently appointed, and in every case these men have commanded higher salaries from outside employment or in other branches of the Government service to which they have been transferred.

The work that the so-called temporary employees of this branch are engaged in is not of a temporary character ; if their services were dispensed with to-morrow their places would have to be immediately filled with other men, and as has been pointed out, the present staff is small compared with the work done, and there is an absolute certainty that a great many years must elapse before any reduction can be made in their number.

The work upon which these men are engaged is of a technical character, and every year's employment makes their services the more valuable from the experience and knowledge gained.

We know of no reason why the so-called temporary employees of this branch should not be put upon the permanent list. The work is to be done, it is of a permanent character, and the present staff is not more than sufficient to keep this work up.

Attention is also drawn to the injustice done by refusing to grant any holidays to temporary employees without losing their pay, and the stoppage of pay while sick. Why should this rule be applied to a staff, many of whom have worked faithfully for more years than many of the permanent officials, and whose work cannot in any sense be termed of a temporary character. If the question of the salaries paid technical employees in this branch is considered, it will be seen that a grave injustice is done in stopping their pay during holidays or sickness.

In view of the foregoing facts it is respectfully submitted :—

1. That the salaries paid temporary draughtsmen in this branch should be increased, so as to put them on a par with salaries paid technical men in other departments, as shown in the schedule above set forth.

2. That the rule regarding stoppage of pay during holidays or sickness, which has lately been enforced, should not be applied to them, as they cannot properly be classed as temporary employees, the work in which they are engaged being of a permanent character.

3. That the so-called temporary employees of this branch should be put upon the permanent list and allowed to participate in the benefits of the superannuation allowance. Many of the present staff having devoted some of the best years of their lives in faithful service to the branch, at much smaller salaries than have been paid in other departments

for work of a similar character, and the years thus spent are lost to them in the super-annuation allowance.

On behalf of Dominion Land Surveyors Ogilvie, Klotz, Drewry, McArthur and Dufresne, who are employed in a professional capacity by this branch, and whose duties and length of service are set forth in the accompanying schedule, the undersigned has the honour to submit the following facts:—

Mr. Ogilvie has been employed for the past fifteen years on the highest class of surveying, and during this period has effected some of the most important geographical explorations on this continent. His explorations and survey of the Yukon, Mackenzie and Athabasca rivers and adjacent country have been of great value to the Dominion and have attracted world-wide attention. His contributions to geographical knowledge have been considered of such importance by the Royal Geographical Society of England that they have seen fit to honour him with the Murchison Award and Diploma for geographical exploration.

Mr. Klotz has been employed by the department for a period of fourteen years of almost continuous service, on block and township outline surveys, exploratory surveys, astronomical and magnetic observations, deflection survey of the railway line in British Columbia. His experience and mathematical ability specially qualify him for the finer classes of work on which he is now engaged.

Mr. Drewry has been engaged during the past five years in making photo-topographical surveys in the Rocky Mountains, and during the past three years has had charge of the triangulation survey of the railway belt through British Columbia.

Mr. McArthur has for six years been carrying the photo-topographical surveys of the Rocky Mountains and the preparation of the topographical maps of that part of the Dominion, and had previously been employed for four years on the survey of block and township outlines, and exploration surveys.

Mr. Dufresne entered the employment of the department in 1883 and since that time has been engaged on surveys of various kinds—sub-division, outline, exploratory surveys, &c. In 1889 he lost his foot from an accident while at work for the department, and has in consequence been debarred from the more active work of his profession. He has since then been employed as computer in the office of the Chief Astronomer in making astronomical and other calculations.

The work upon which these gentlemen are engaged is of a special nature, and requires special qualifications not ordinarily to be acquired in the practice of surveying or civil engineering. The geographical explorations and astronomical determinations of points effected by Messrs. Ogilvie and Klotz are of the greatest value to the Dominion, not only in giving us reliable information regarding unknown and unexplored portions of the vast territories of the West and North-West, but in establishing foundations upon which the subdivision of the country into farm holdings may be based as the same become necessary.

The surveying operations of Messrs. Drewry and McArthur have been carried on in a district which, owing to its mountainous nature, has required different methods from those ordinarily used in surveying new districts; their work in fixing points of reference for future sub-division surveys and furnishing an accurate topographical map of a portion of the country now rapidly developing is of the highest importance, and this work is being accomplished at much less cost than similar operations in any other country of a like character; work with like object in view has been going on in the United States for many years and is still being carried on.

The computing work upon which Mr. Dufresne is engaged is of a special character, and is necessary in connection with the higher branches of surveying carried on by this department. His previous training and experience in the field practice of various classes of surveying especially fits him for such work.

The work upon which the above named gentlemen have been and are now engaged cannot in any sense be considered of a temporary character. It would take a great many years to complete their operations, and, owing to the knowledge, experience and special qualifications which have been acquired by them during the long service, the department would find difficulties in replacing them should they see fit to seek other employment.

In view of the rapid development of the North-West Territories and British Columbia it is of first importance to the Government that the surveying and exploring operations which precede settlement, and upon which much of the latter sub-division of land into farm holdings is based, should be carried on by surveyors who are thoroughly qualified and have the experience to enable this work to be rapidly and economically performed.

In consideration of the foregoing facts, it is respectfully submitted that these gentlemen should be permanently appointed as surveyors to the Department of the Interior. Messrs. Ogilvie, Klotz, Drewry and McArthur, in consideration of their permanent appointment and consequent participation in the benefit of superannuation, would consent to a considerable reduction in the salaries now paid to them.

I have the honour to be, Gentlemen,

Your obedient servant,

(Signed) J. S. DENNIS.

On behalf of professional and technical temporary employees,
Topographical Surveys Branch, Department of the Interior.

Schedule of the Staff of the Topographical Surveys Branch, Department of the Interior, showing names, duties, period of service and salary :

PERMANENT.

E. Deville, D. T. S., Surveyor General.....	\$2,600
W. F. King, D. T. S., Chief Astronomer.....	1,850
A. H. Whitcher, D. L. S., in charge of geographical nomenclature.....	1,700
P. B. Symes, Chief Draughtsman.....	1,400
A. M. E. Grignard, Lithographer.....	1,400
R. E. F. Rauscher, D. L. S., Draughtsman.....	1,150
M. Brady, Correspondence.....	1,150
B. Billings, Draughtsman.....	1,000
H. N. Topley, Photographer.....	800
R. Dunlop, Messenger.....	490

TEMPORARY EMPLOYEES.

J. S. Dennis, D. T. S., Chief Inspector of Surveys, 1872 to 1879, surveys in Manitoba and N. W. T. ; 1885 to date, Inspector of Surveys, \$1,825.

J. Smith, Draughtsman, 1875 to 1881, district office of Canadian Pacific Railway, Manitoba ; 1886 to date, Department of Interior, \$1,460.

W. M. Mainguy, Draughtsman, 1866 to 1867, Crown Lands Department ; 1868 to 1872, Intercolonial and Canadian Pacific Railways, Assistant Engineer ; 1872 to 1873, Department of Interior ; 1873 to 1879, Canadian Pacific Railway, Assistant Engineer ; 1880 to date, Topographical Surveys Branch, Department of Interior, \$1,145.

L. Gauthier, C. E., Draughtsman, September, 1882, to date, Topographical Surveys Branch, Department of the Interior, \$962.50.

N. B. Sheppard, Draughtsman, November, 1883, to date, Topographical Surveys Branch, Department of the Interior, \$962.50.

J. A. Belleau, D. L. S., Draughtsman, May, 1884, to date, Topographical Branch, Interior Department, \$962.50.

J. S. Dufresne, D. T. S., Computer, March, 1883, to December, 1889, Surveys in the North-West ; September, 1890, to date, Topographical Surveys Branch, Department of the Interior, \$912.50.

E. Chalifour, Draughtsman, February, 1884, to date, Topographical Surveys Branch, Department of the Interior, \$960.

E. Rowan Legg, Draughtsman, 1871 to 1873, Assistant Engineer, Canadian Pacific Railway ; 1882, to date, Topographical Surveys Branch, Department of the Interior, \$871.00.

J. Macara, Draughtsman, 1874 to 1880, Assistant Engineer on Canadian Pacific Railway ; 1886, to date, Topographical Surveys Branch, Department of the Interior, \$830.00.

A. Bristow, D. L. S., Draughtsman, 1877 to date, Topographical Surveys Branch, Department of the Interior, \$830.

J. B. Lepage, Draughtsman, 1883, to date, Topographical Surveys Branch, Department of Interior, \$830.

J. M. O'Hanly, D. L. S., Draughtsman, 1884, to date, Topographical Surveys Branch, Department of Interior, \$830.

S. M. Genest, Draughtsman, 1883, to date, Topographical Surveys Branch, Department of Interior, \$647.

E. W. Hubbell, D. L. S., Draughtsman, 1881, to date, Topographical Surveys Branch, Department of Interior, \$730.

J. H. Reiffenstein, D. L. S., Draughtsman, 1873 to 1889, Departments of Interior and Public Works as D. L. S. ; 1889 to date, Topographical Surveys Branch, Department of Interior, \$780.

P. A. Begin, Draughtsman, March, 1883, to date, Topographical Surveys Branch, Department of Interior, \$647.

E. T. B. Gillmore, C. E., Draughtsman, December, 1889, to date, Topographical Surveys Branch, Department of Interior, \$597.50.

W. S. Surtees, Draughtsman, April, 1885 to date, Topographical Surveys Branch, Department of Interior, \$647.50.

E. Lecourt, Draughtsman, 1878 to 1881, Department of Railways and Canals ; 1886 to 1889, and from 1891 to date, Topographical Surveys, Department of Interior, \$547.50.

P. Turner, Draughtsman, August, 1890, to date, Topographical Surveys, Department of Interior, \$234.

J. Woodruff, Photographer, August, 1890, to date, Topographical Surveys Branch, Department of Interior, \$547.50.

Schedule of Surveyors engaged in special professional work by the Department of the Interior, showing names, duties, period of service and salary :

PROFESSIONAL TEMPORARY EMPLOYEES.

William Ogilvie, D. L. S., Astronomer and Explorer, 1875 to 1876, Block Outline Surveys ; 1877, Survey of Ordnance Lands ; 1878, Exploratory and Indian Reserve Surveys ; 1880, 1881, 1882, 1883, Block Surveys ; 1884, Exploratory Surveys of Peace and Athabasca Rivers ; 1885, Deflection Survey of Canadian Pacific Railway in British Columbia ; 1886, Longitude Determinations ; 1887, 1888 and 1889, Geographical and Exploratory Survey of Yukon and Mackenzie Rivers ; 1890, Exploratory Survey of James Bay and Astronomical work ; 1891, Exploratory Survey in Mackenzie Basin, \$2,190.

Otto J. Klotz, D. T. S., Astronomer and Surveyor, 1879 and 1891, employed on Sub-Division, Outline, Block and Exploratory Surveys ; Canadian Pacific Railway, Travers in British Columbia and Astronomical Determinations, \$2,190.

W. S. Drewry, D. L. S., in charge Triangulation Survey of the Railway Belt in British Columbia ; 1887, 1888, Photographical Surveys in Rocky Mountains ; 1889 to date, Triangulation Survey of the Railway Belt in British Columbia, \$1,825.

J. J. McArthur, D. L. S., Photographical Survey in the Rocky Mountains ; November, 1881, to November, 1885, Outline and Block Surveys and Exploratory Survey ; 1886 to date, Photographical Survey in Rocky Mountains, \$1,825.

J. I. Dufresne, D. T. S., Astronomical Computer, 1883, Sub-Division Surveys ; 1884, Survey of Outlines ; 1885, Indian Reserve and Correction Surveys ; 1886, Road Survey ; 1887, Exploratory Surveys, Lake Winnipegosis ; 1888, Survey to determine Section

Corners along Canadian Pacific Railway in British Columbia; 1890, Outline Surveys. Average salary, 1883 to 1889, \$1,800; present salary, \$918.

Mr. C. FALCONER submitted the following statement:—

SECRETARY'S BRANCH,

POST OFFICE DEPARTMENT, OTTAWA.

To the Civil Service Commission of 1891-92:

The members of the secretary's branch of the Post Office Department, in presenting their views in regard to certain subjects affecting their interests as civil servants, desire to express their appreciation of the courtesy extended to them by the Civil Service Commission in affording the opportunity of doing so.

The recommendations agreed upon by the representatives of the service, copy of which has been presented, are in their general features cordially approved.

It is desired to emphasize some of these and to respectfully present certain reasons for endorsing them:

1. It has been felt that in throwing deputy headships, post office inspectorships, and city postmasterships open to those not in the service, a powerful factor in producing a zealous and efficient postal service has been removed, and that deterioration will certainly follow, unless this mistake is remedied. It is recommended that appointments to the positions mentioned should only be made from those who have been at least ten years in the service.

2. It is recommended that in any case in which one is at his own request and for his own advantage transferred from one department or division of the service to another, he should rank junior to those in the same class to which on transfer he is attached, even although his salary may exceed that of others in the class. Otherwise, reasonable hopes of advancement on the part of those already in the class, who are familiar with and qualified for the work, are liable to serious interference, and no one could, with any certainty, count upon the value of his seniority in view of the fact that at any moment he might be superseded by another brought from another point.

3. As regards the hours of attendance, it may be observed that in this branch of the department no objection has ever been made to remain on duty as long as might be considered necessary to properly dispose of the regular or any special work; when, as is usually the case with the majority of the clerks, the work can be dealt with within the present hours, it would seem to be of doubtful expediency to require a longer attendance. Those whose work necessitated their attendance after 4 o'clock would only be hampered by the presence of others whose duties were completed for the day. If all are sufficiently occupied until 4 p.m. it is doubtful whether the salaries paid or the prospects of advancement are such as to justify a demand for longer hours; and if there is not sufficient work to occupy clerks during the present hours, it is difficult to see what advantage would result from extending the hours.

4. In the matter of superannuation, it might perhaps be worthy of consideration whether a maximum of allowance might not advantageously be fixed, so as to bring about a closer relation between the amount of the superannuation deductions and the amount paid out, and also to do away with the present undesirable practice of granting as retiring allowances in some cases what would be generally considered good salaries for active service. In order, however, that the reasonable anticipation of those who have already been in the service a number of years might not be interfered with, any arrangement in the direction indicated might be made to apply to the future, or from some date in the recent past.

5. It is urged that some board of commission directly responsible to Parliament should be established for the supervision of all appointments, promotions, etc., in order that political influence may not continue to be more potent in securing these than capacity, efficiency, zeal and good conduct. Before such a board, those who feel that their claims for advancement have been overlooked would have an opportunity of presenting their case.

At present the Treasury Board undertakes to scrutinize all recommendations before promotion and to see that the requirements of the Act are complied with ; but it is open to question whether that board can be considered as beyond the reach of political pressure, or whether its work has been done in such manner as to give the service any sense of security that their cases are dealt with strictly according to their merits. It is felt that the Treasury Board has become a sort of Civil Service death-trap, where ingenious methods exist for disposing of those cases which have not a sufficient amount of political influence behind them to enable them to survive the ordeal. No objection need be raised to the board undertaking to interpret the Civil Service Act ; but it seems undesirable that any board should have the power to make and enforce rulings which, though not in accordance with that Act, are made to work with equal authority, to the detriment of those unable to summon sufficient political force, but which are conveniently lost sight of when, for political reasons, it is found desirable to do so. In illustration of this method, there may be instanced a ruling made some time ago, that no one should be promoted to a higher class until he had attained the maximum of the class in which he was serving. This arrangement, which was in no way authorized by the Civil Service Act, was allowed to block for some time the promotion of many who were performing duties entitling them to higher salaries than they were receiving, and whom it was in the interests of the service to promote. After a time, however, cases occurred in which the political pressure was so great that it was found expedient to lay this rule aside for a time. It is hoped that its revival may be prevented, as it was calculated to impair the efficiency of the service, and in some cases to seriously interfere with proper organization.

The rules under which such matters are dealt with should be of a fixed character and well known, and it should not be in the power of any commission or board dealing with such questions to make or alter or lay aside rules to suit their own convenience or political exigencies.

There is a feeling that the Treasury Board exercises a supervision in cases of absence and of recommendations for promotions that is calculated to interfere seriously with the autonomy of the several departments, to improperly depreciate the value of the knowledge and judgment of the official heads in these departments and to lower these officers in the estimation of their subordinates. Though the members of that board are Ministers of the Crown, the officer through whom matters are laid before it is a member of the service, and to a large extent the action taken depends upon his presentation of the case, unless some member of the board is personally interested therein. The Minister of a department and his deputy are in a position to judge as to the qualifications of those recommended, and as to whether the requirements of the department call for their promotion ; and their representations should under ordinary circumstances be accepted, and not be liable to be set aside by those whose personal knowledge of the fact is not sufficient to qualify them to appreciate the merits of the cases presented or to deal with them wisely and justly. The secretary of the Treasury Board, to whom allusion has been made, has many other and onerous duties to attend to, and it is not possible for him, however much he might desire it, to become so thoroughly conversant with the facts in every case throughout the service as to enable him to furnish the other members of the board with so good a basis for action as that supplied by the departments in which the matters for consideration originate.

A board or commission such as is recommended, and which would be accessible to members of the service desiring to present their claims and discuss their grievances, would be in a better position to judge as to the merits of the cases presented, and the service would have a greater feeling of assurance that zeal and efficiency would secure reward, and that it would not be necessary for them to resort to political pressure, and to depend more upon this than upon the character of their services for the advancement they desire.

(Signed) C. FALCONER,
On behalf of Secretary's Branch

SECRETARY'S BRANCH, POST OFFICE DEPARTMENT.

OTTAWA, 20th January, 1892.

To the Civil Service Commission, 1891-92.

In the united recommendations made by the Civil Service to the Commission no reference was made to the matter of salary. The silence on this subject was not, of course, intended to be understood as an admission that the popular cry of over-payment to the service was correct or just, or that a better adjustment in this respect might not be made, involving perhaps the increasing of the remuneration in some directions. It was considered a delicate subject for united representation, and it was thought best to leave the question to be taken up by any individual member who might desire to discuss it, and, generally speaking, to trust to the good judgment and fair-mindedness of the Commissioners.

It is no doubt felt by the more intelligent members of the service that the average salary in the Civil Service, as compared with the average amount and quality of work, is quite sufficient, if not excessive. It seems doubtful whether the contention is correct that the minimum salary of a third class clerk is inadequate, or that the yearly increase is insufficient; it is not desirable to encourage mature men to enter the service, as youths can be more easily trained and rendered efficient. For youths of 17 or 18 years of age a salary of \$400 would seem to be ample for the quality of work assigned, and of service rendered; and it is quite possible at such an age to live on this amount.

On the other hand, it would seem reasonable to consider that the prospect of attaining so high a salary as \$2,800 a year—the amount now paid many of the highest officers next to the deputy heads—ought to have the effect of inducing intelligent and educated young men to enter the service and to devote to it their best energies and acquisitions.

It is manifest, however, that all should not be allowed to attain to the highest point, even should their lease of life make it possible. It would be an exceedingly unintelligent arrangement that would require a clerk, however intelligent, capable and faithful he might be, and however superior the nature of his duties, to go through all the stages step by step before attaining the maximum salary of an ordinary chief clerk, \$2,400; but it would be equally unintelligent to so arrange salaries and annual increases that every member of the service might reach that point.

As regards classification, it may be urged that this should be determined to a greater extent by the character of the work. At present the same classification applies where the work is simple and purely routine as when the work is of a much superior character, requiring a greater measure of natural ability, education and practical experience. It might, it is thought, be properly claimed that the scale of remuneration should be greater in the case of those engaged in correspondence than in the case of those occupied in checking returns, transcribing, etc. Those who, like the secretary of the Post Office Department, insist upon a high standard in correspondence, are well aware that it is more difficult to secure and develop capable correspondents than any other class of clerks. A system of classification that does not recognize and provide for such distinctions is necessarily imperfect and unjust.

In this matter of salary there are two important considerations which the Commission will no doubt not overlook. 1.—In comparing the salaries of the Civil Service with those paid in banking institutions and commercial establishments, there is this fact to be carefully kept in view that a civil servant has no prospect of being anything but a servant, and all he learns, every increase of expertness, every development of his mental capacity, and every added insight into principles and methods of administration, only add to the value of the investment which the country possesses in him, and do not add in any great degree to his value to himself in any other capacity or occupation than that in which he is. On the other hand, those who enter banking and commercial life may well be content with the limited salaries often paid at first, because they are all the time acquiring knowledge and experience which, if they themselves are of the right stamp, may fit them for the positions the emoluments of which are many times greater than those attaching to the very highest positions in the Civil Service. In the mean-

time they are dealt with strictly according to their individual merits, an advantage which civil servants, unfortunately, do not enjoy. It is true that the great majority in such lines as those referred to never attain to very much; but this does not alter the fact that the possibility is there, and that this constitutes an important difference between such cases and the case of the Civil Service. In the one case, the employee learns the business for his own benefit, and with a view to emerging one day from the condition of a servant. In the other, all the added stores of knowledge and experience acquired are for the benefit of the employer, from whose service there is usually no release so long as the servant's powers of body and mind remain.

The second important consideration is this, that the anomalies and improprieties which exist in the payment of services rendered in civil government cannot be remedied by the laying down of any inelastic set of rules, such as usually go to make up a Civil Service Act. As railway accidents by collision might be prevented by forbidding the running of trains at a higher rate of speed than six or seven miles an hour, so all undue payment for government services might be prevented by fixing the maximum salary at a rate adapted to the lowest class of work, and the lowest capacity, or by making advancements and promotions to the higher positions so slow and difficult that attainment will be well nigh impossible. But it is manifest that such a course would be utterly destructive of efficiency and zeal, and would eventually lead to unintelligent chaotic administration. What is required is the distinct enunciation of a few fixed rules and principles, with a wide margin left for the exercise of judgment, intelligence and personal responsibility on the part of those entrusted with the administration of affairs. The Civil Service cannot be successfully and advantageously administered by a machine; and it would be unwise to attempt to frame an Act which would be of this character, and the effect of which would be by arranging to prevent everything improper, to prevent also that which was proper and desirable. If, as the Commission and all intelligent people desire, the standard of efficiency in the service is to be increased, and abuses remedied, there should be every care taken to avoid cast-iron rules or arrangements that would tend to make the administrative officers mere machines, by depriving them of the necessity for the exercise of their personal responsibility for deciding as to the claims and merits of their subordinates, and by rendering unnecessary or of little value their experience and judgment in such matters.

There seems no room for doubt that the imperfections and evils existing in the administration of civil affairs arise largely out of the system under which appointments are made, and promotions, in a large number of cases, secured. Appointments being considered a sort of reward for political services rendered, it is more difficult in the Civil Service than in other spheres of labour to bring to bear upon those employed the pressure necessary for securing efficient service. The appointee may prove himself inefficient and insubordinate, and yet it is practically impossible to dispense with his services, or even to inflict minor penalties. Even if only a limited proportion were so securely entrenched as this, it would still be felt impossible to deal differently with the others with any show of justice. It thus becomes exceedingly difficult to apply to the Civil Service the methods of administration that would work effectively in a private business establishment. Moreover, not only are appointments made through political influence, but advancement is in a large proportion of cases secured in the same manner; and the cultivation of political favour thus becomes a matter of more importance than the increase of zeal and efficiency. To stand well with friends possessing political influence is of more value to the average civil servant than to stand well with his official superiors.

The present system of appointment not only works disadvantageously in the ways described, but it leads to the employment of a larger number than the requirements of the case justify.

It is much easier, however, to observe and describe evils than to suggest a remedy. It is doubtful whether the possessors of political patronage are prepared to part with what seems to them an element of power to be used for the furtherance of their own ends. Even if they were willing to forego this doubtful advantage, it by no means follows that the system of purely competitive examination should be adopted or would

be attended with better results. The objection to this system might, however, be largely removed by modifying it in the following manner. In a case, say, in which 50 clerks were required, the 100 who obtained the highest number of marks, or all those who obtained 65 per cent might be subjected to another examination less scholastic than the former, and more practical and definite, due regard being had to the nature of the duties to be performed. Where possible this examination might be partly oral. Such an examination might be made to serve as a test of the intelligence as well as the knowledge of the candidates, and of their capability of dealing with matters in a practical common sense manner.

A system such as this would certainly minimize the danger of over-crowding, and would render it possible to apply business methods in training and controlling the employees. What was gained by personal effort would require to be retained by the same means; and it would seem reasonable to expect that those who secured appointment without political favour would be less likely to look in that direction for advancement than to those appointed under the present system. It is, of course, recognized that those who may be able to pass the best examinations are not necessarily those whose services would practically be found most valuable; but it would seem more than probable that the proportion of those qualified in mind, temperament and disposition for the duties of civil servants would be at least as great as the proportion of those appointed in the present way. The college graduate and medallist is not necessarily the most useful man for ordinary practical work, but it is probable that should any intellectual prigs secure appointment they would, in the absence of political pressure, and if sufficiently useful, be caused to lay aside much of their mental encumbrances, and be taught to deal practically and intelligently with ordinary matters. If the competitive system were adopted it would be perhaps desirable to fix the limit of age for appointment at 25 or even less.

Under whatever system, however, appointments may be made, it would be desirable to require in all cases the most complete and satisfactory testimony as to character. Under careful supervision, good work may be secured even where there are defective judgment and inferior mental capacity; but where moral character is lacking, satisfactory results cannot be attained, and the duties of supervising officers are rendered vexatiously difficult.

The appointment of a Civil Service inspector, as suggested by the Premier last session, would probably be attended with good results, if the proper person were secured for the position, and his duties and powers clearly defined. Such an officer could accomplish much good by visiting frequently the several Government offices, satisfying himself by personal examination that the work was being done promptly and properly, suggesting improved methods of work, examining the attendance books, enquiring as to the causes of absence and cases of misconduct, devising and applying means of checking irregularities, &c., &c.

(Signed) C. FALCONER.

Mr. M. McKINNON stated that he was appointed to represent some of the temporary clerks in the Department of Railways and Canals, and read the following letter, embodying their views, which had been addressed by them to him :—

OTTAWA, 4th January, 1892.

SIR,—We, the undersigned temporary clerks of the Department of Railways and Canals, especially such as are employed in the clerical branches of the service, embracing 30 or more persons, after conference had and due deliberation, have agreed upon the following points regarding our position and experience in the service, which we authorize and request you to submit to and urge upon the attention of the Civil Service Commission :

1. That we were severally appointed to positions as temporary clerks, many of us with distinct promises of being raised to the permanent staff as opportunity offered; and
2. That the present scale of pay of this class of service is not adequate to the increased cost of rents and living in the city. Recognizing this to be the case in his

own department, the acting Minister of Public Works, only the other day, we are credibly informed, raised the pay of a large number of his temporary clerks, some fifty cents, some twenty-five cents a day and some a lump sum by the year—and according to the Auditor General's report there are over a hundred temporary clerks in that department.

3. That the privileges of summer holidays and sick leave which we enjoyed in common with permanent clerks have been withdrawn from us.

4. That we feel this, and regard it, as a partial and cruel Act, for the following reasons :—

1. That of all professions the Civil Service is the most sedentary and consequently the most wearing on the mental as well as the physical energies. "Man's inhumanity to man" can hardly elsewhere be more plainly discovered than in this dark order. That an employee, who, from want of necessary recreation and from close work, has become for a time incapacitated for discharging his customary duties, while likely also at unusual expense for attendance and medical treatment, as if to aggravate his misery, his pay is withheld.

2. That the teaching profession, banks and all respectable business enterprises accord their employees holidays without sacrifices of pay. School teachers, during illness, are paid as well as their substitutes, and even our domestic servants are granted these privileges.

For these reasons, and also on the ground that our country is young and that its industries and public works are in their infancy and formative state, and more likely to increase in magnitude and labour, than to diminish, in this generation at least, we earnestly and respectfully request :—

1. That all efficient temporary clerks, who have served satisfactory probationary periods, be raised to the permanent staff, especially such as are doing permanent clerical work, and that these be given the maximum salary of third class clerks. We would urge this more especially on behalf of such as have been in the service anterior to and continuously since the passing of the Civil Service Act of 1882, notwithstanding anything inimical to this prayer contained in said Act.

2. That all temporary clerks be given the usual summer holidays, sick leave and privileges accorded permanent clerks.

3. That with regard to the proposed lengthening of the hours of work, we would respectfully submit, that for an employment which embraces all, or nearly all, of man's active life, with scarcely any provision, or lighter situation in view suited to advancing years, the hours are sufficiently long, and longer than they really appear to be, for, as compared to especially the teaching profession, there are few holidays or opportunities for recreation.

On behalf of the temporary clerks of the Department of Railways and Canals.

(Signed)——CHAS. W. ROSS,
J. L. DAKIN,
P. F. DESLAURIERS,
S. R. LOFTUS,
R. W. BRECKEN,
A. CRAWLEY,
P. D. DORAN,
FRED. H. D. VEITH,
M. O'NEIL,
M. DESJARDINS,
E. C. ENRIGHT.

To MR. M. MCKINNON,
of Railways and Canals Department,
Representative to the Civil Service
Commission on behalf of the Temporary Clerks.

Mr. JOSEPH A. DOYON made the following statement on behalf of the clerks in the Department of Inland Revenue :—

The clerks of the Inland Revenue Department are of opinion that a slight change ought to be made in regard to salaries. We do not wish to ask for any change that will entail additional expense ; but we respectfully submit that the minimum salary for third-class clerks, \$400, is too low. This is not so much the case with those new clerks whose families live in the city of Ottawa, and who are able for that reason to live on a smaller salary than those whose homes are not in this city. Every one knows that Ottawa is a very expensive city to live in for young men coming here from a distance ; and those who are obliged, as many of us have been, to begin at the very bottom of the ladder, find the first few years in the service to be very trying indeed. For this reason we think the minimum salary of a third-class clerk should be increased to \$600, or else that he should be appointed at \$500 for the first year, with the provision that if at the end of one year's probation he is found fit for his position, the salary shall be increased to \$600. In our outside service the minimum salary is \$500, which, after six months' probation, is increased to \$600. We also think there should be a difference between the maximum salary of a second-class clerk and the minimum salary of a first class clerk, which are at present the same, namely, \$1,400. If a man has been in the department as a second-class clerk for number of years, and it is thought advisable to promote him to the first-class, we think the promotion ought to bring with it an increase of salary. The same rule should apply to the maximum salary of a first-class clerk and the minimum salary of a chief clerk. One of the clerks in the department, Mr. J. F. Brown, has asked me to lay before the Commission his special case, which is explained in the following letter :—

INLAND REVENUE DEPARTMENT,

OTTAWA, 5th January, 1892.

To the Members of the Civil Service Commission :

GENTLEMEN,--I was appointed by the Honourable A. T. Galt, in 1865, as a second class clerk, with the understanding that on passing the necessary examination I should be raised to the rank of first class.

I complied with the law and practice of that date, and thereby acquired what, as I claim, is a vested right in such qualification.

I enclose a copy of the certificate.

The Act 51 Vic., chap. 12, sec. 15, also bears upon the subject.

Under these circumstances, may I request an expression of your opinions as to my right to exemption from undergoing any further examination.

I am, Gentlemen, with every expression of respect,

Your obedient servant,

(Signed) JAS. F. BROWN.

(Copy).

CERTIFICATE OF THE BOARD OF EXAMINERS.

Under the 20th Vict., Chap. 24, intituled "An Act for Improving the Organization and Increasing the Efficiency of the Civil Service of Canada."

The Board of Examiners established under the authority of "An Act for Improving the Organization and Increasing the Efficiency of the Civil Service of Canada," certify that Mr. James F. Brown was examined on the 27th February, 1865, and that his examination as to fitness and his testimonials of moral character were found satisfactory,

By order of the Board,

(Signed) E. A. MEREDITH,

Acting Chairman.

Mr. GEORGE BELL, of the Department of the Interior, submitted the following statement :—

OTTAWA, 12th January, 1892.

To the Members of the Civil Service Commission :

On behalf of the clerks of the Department of the Interior, we beg to submit the following report with regard to salaries and work. We think the maximum salary of a third-class clerk, \$1,000, is not too high, but the minimum is too low. It should be high enough to afford reasonable attractions to men of liberal education, or men beyond their teens and having considerable experience of life. The present minimum salary of \$400 a year is much less than such men can command outside the service.

Moreover, it is insufficient to enable a man to live in a manner at all in keeping with the dignity of the service. We would also point out that it is much less than the minimum salary paid either in the English or American service. In the former the minimum salary is £100, with triennial increments till the maximum of £400 is reached. This maximum is reached in 24 years. Besides this salary, extra pay may be earned to the extent of £200 a year.

When it is remembered that living is cheaper in London than in Ottawa, the contrast will appear the greater. In Washington, the lowest salary paid to a classified clerk is \$1,200 per annum. Other unclassified clerks are employed, of whom very few receive less than \$900 per annum, and none less than \$660 per annum.

In consideration of these things, we deem it but reasonable to ask that the minimum salary be at least \$600. This would tend to allay much of the discontent amongst the lower ranks of the service.

We also think that provision should be made in the Act for extra remuneration to permanent clerks who do extra work, i. e., more than ordinary work.

There are times when there is unusual pressure of work, or when special work of some kind is required to be done, and when clerks are required to work after office hours for lengthened periods. We think it but fair that at such times extra pay should be given for extra work performed. This is done in the English service, and in our present Civil Service Act provision is made whereby this is done in two departments—Finance and Post Office. Why should not clerks in other departments receive similar treatment?

It is also respectfully urged that provision should be made whereby a clerk shall be eligible for promotion to a higher grade whether he has reached the maximum salary of his class or not. Cases have occurred in which a clerk performing duties properly belonging to a higher grade, but who has not reached the maximum of his class, has been recommended for promotion, and has been refused his step, being compelled to wait until he had been at the maximum salary of his class for one year, thus delaying his promotion for several years. It is submitted that this system is detrimental to the service, as it discourages those who desire to advance themselves by good work and tends to make their work in general more or less perfunctory.

Attention is also called to the want of proper office accommodation. Some of the rooms used as offices are quite unfit for the purpose, being badly lighted and without proper means of ventilation, and in addition to this are often overcrowded.

We would further state that, speaking generally, the offices are insufficiently equipped, the furniture and office fittings being frequently of a "make-shift" character. This is due in a great measure to the difficulty and delay experienced in obtaining articles absolutely necessary for the proper working of the office.

(Signed)

GEORGE BELL,
W. F. KING,
FRANK S. CHECKLEY,
J. S. EAGLESON.

Mr. R. N. VENNING, on behalf of the clerks of the Department of Fisheries, submitted the following statement :—

As a representative of the Department of Fisheries, I have subscribed my name to the report of the delegates chosen to represent the several departments before the Civil Service Commission, unanimously adopted at a meeting of such delegates.

This report embodies the views of those whom I represent, on the general points touched therein, but on some other points not touched upon, or only partially so, I am directed to further represent the views of my fellow clerks as follows :—

CLASSIFICATION.

The existing classification under the present Civil Service Act : 3rd class, 2nd class, 1st class, and chief, appears to meet the requirements of the service, while at the same time is satisfactory to the clerks. No change would therefore be desirable.

SALARIES.

The salaries attaching to the present classification are generally acceptable.

The only change which would recommend itself would be the increase of the minimum of the 3rd class.

INCREASE OF SALARIES.

The present annual increment of \$50, as granted on the recommendation of the head of the department, is viewed as satisfactory. It acts as an incentive to the proper performance of duty, and affords a prospect of improvement.

SUPERANNUATION.

In order to assist as much as possible in making this fund self-sustaining, it is thought that only in case of abolition of office should any added term such as provided by section 11 of the present Act be granted.

EXTRA PAY FOR EXTRA WORK.

In the Department of Fisheries there occurs annually work of a temporary and special nature (outside of the regular office-work) in connection with the distribution of the fishing bounty to fishermen which has been voted by Parliament for the past ten years.

This work has been performed both by the employment of temporary assistance, and by the staff of the department after office hours, and it has been proved that it could not only be accomplished in a much shorter time, but in a more satisfactory and economical manner by the latter system than by the former.

HOURS.

The experience of the Fisheries Department has been that there is no cast-iron rule which would be so hard to observe as one affecting the hours. There must be a slight element of give-and-take, for a clerk who works some hours at night is naturally of opinion that slight latitude should be given him. No clerk would drop his work just when the hour arrived were it 4, 5, or even 6 if its importance demanded his presence longer.

In the Fisheries Department an arrangement has been adopted which provides a solution of the difficulty. Those clerks who so desire were allowed to take an hour to lunch on condition that they remained an hour later. They choose their time to enable their whereabouts to be known.

Those who, living long distances or from disinclination do not avail themselves of this privilege, were not expected to remain, although they also have invariably remained at times when their work demanded.

CLASSIFICATION OF WORK.

As much the same condition obtain in the Department of Fisheries as existed at the time of the last Civil Service Commission, the views of the Department of Marine

and Fisheries as expressed before the Commission in 1880, on the question of classification of work, are concurred in as follows :—

"While dealing with the subject of classification of clerks, it is felt that it cannot well be dissociated from the idea of classification of work. The two should be co-ordinate. In every department there are kinds of work between which distinct lines can be drawn. Firstly (to begin at the bottom), there is the transcribing and keeping of papers; secondly, work requiring the man of method and arrangement, who is endowed with average intellectual powers, and with those qualities which belong to one of good business habits; and thirdly, work which can only be done by the man of ability, energy and sound judgment—the ready writer and clear reasoner.

"As some departments differ very much from others in point of quality of the work—some departments being occupied with a greater proportion of inferior or routine work than others—it is suggested that in any theoretical organization which might be devised, the classification of the workers may be placed, as far as possible, on a par with the classification of the work."

Respectfully,
(Signed.) R. N. VENNING,
Representative Department of Fisheries.

Mr. W. H. HARRINGTON addressed the Commission as follows :—

I represent the Savings Bank Branch of the Post Office Department. The staff I represent are in general accord with the statement of the delegation which has been submitted. In addition, however, they desire to bring before you a few special points relating to themselves. The classification at present prevailing is not adapted to the requirements of the Post Office Savings Bank Branch. The one serious objection to it is the length of time necessary to pass through the different classes. Under that classification and according to a ruling recently made, a man is required to serve 40 years before he can attain to the maximum salary; and the expectation of life in the case of a man entering the service at 20 years of age, is hardly 40 years. Our staff is of opinion that a classification should be applied to them which will not necessitate so great a length of service to enable a man to reach the higher grades. They also think that the minimum salary is too low—that it should be increased to \$600. I know from my own experience that a person cannot live in Ottawa on such a small salary as is given to clerks first entering the service. I entered the service myself at a salary of \$300, which did not cover the cost of my ordinary board and lodging. We think that \$600, at the present rate of living in Ottawa, would be a fair salary for persons coming here from other localities.

Mr. H. FLETCHER and Mr. W. H. C. SMITH, on behalf of officials of the Geological Survey Department, submitted the following statement :—

To the Civil Service Commission :

GENTLEMEN,—In accordance with instructions from you we, the delegates appointed by the staff of the Geological Survey Department, would respectfully lay before you our views on some subjects affecting the staff :—

1. We would express in the strongest terms our concurrence in the joint report submitted to you by the delegates from the various departments.

2. But this report does not refer to the classification of technical officers, of which the staff of this department is almost entirely composed.

The duties of these officers should be clearly defined. Section 9 of this Act, 53 Vic., chap. 2, respecting the department of the Geological Survey, which enacts that "persons in one section of the department may be directed by the Minister to perform any duty in or with respect to any other section," is in our opinion open to grave objection as indicating lack of system and thoroughness. In most enterprises success is achieved by specialists; therefore in our opinion the duties ought rather to be more specialized for the different branches of the service.

In this connection we would remark that much valuable time is now lost by the technical officers in copying manuscript and doing other clerical and apprentice work that could be as well done by typewriters and junior assistants. An increased messenger service is also required, and the messengers should attend not only on the deputy head but also on the other officers.

Additional clerical assistants would enable the Field Staff engaged in the all important work of investigating the resources of the country to spend more time in the field.

In the Geological Section in 1890, there were sent out fourteen field parties, accompanied by five assistants from the office, and the average number of days spent by these fourteen parties in the field, including time spent in going and returning, was one hundred and eighteen days, or probably about three and a-half months only spent in actual field work in that year.

It is recommended that more time be spent in the field by those officers engaged in palaeontological and lithological work, and that to secure a more systematic collection they work in conjunction with the field geologists and explorers. This would also allow the latter to devote their time more exclusively to their especial work.

In the past the parties have often been delayed by the late passage of the Supply Bill, and because the funds voted are not available until the 1st of July. Some means of removing this cause of delay is very desirable.

Further as hampering the efficiency of the field parties we would also deprecate the appointment of new and untried assistants for the summer field work. It often happens that assistants who are thoroughly acquainted with, and who have had two or three years' experience in our especial work (experience which can be gained nowhere else) will not engage another season for the salaries the field officers are empowered to offer, and their places have to be filled by young men who, however intelligent and zealous, are unable, through inexperience, to give any practical and valuable aid.

3. The best interests of the department and its work will also be served by a definite recognition of the principle that in all matters pertaining to the policy of the survey, the assistant directors should be called upon as an advisory board to exercise their consultative functions and similarly the other officers with regard to the work entrusted to them.

In all progressive sciences differences of opinion with regard to the meaning of terms frequently occur, and different interpretations of facts are maintained, and we would like to have it clearly defined how far a superior officer should, beyond his advisory power, alter the sense of individual reports in accordance with his own views.

In any case the author should be allowed to correct the proof-sheets and revise his report when going through the press.

It is thought most desirable in all cases, when a report is the result of the combined labour of an officer of the staff and his official assistant (or assistants) that the name of the assistant (or assistants) appear on the title page with his official rank appended.

4. Some written general instructions should be issued for the guidance of the staff, and also particular instructions to each officer with regard to the special work allotted him, as his authorization and legal warrant for expenditure involved.

5. The remuneration of the various officers and clerks should be examined and adjusted with due regard to efficiency, work done and years of service. In this connection we beg to quote from the summary report of the Director to the Honourable the Minister of the Interior for the year 1890, page 7 :—

"A scale of remuneration should be established in the department, more in accordance than it is at present with that which obtains elsewhere, and even in other departments of the public service and in the universities of Canada, for requirements and experience such as is required of the technical officers of the Geological Survey, and in view of the risks, hardships and responsibilities they are often called upon to undertake. It should further be borne in mind in considering this matter that the officers of the department are strictly prohibited from engaging in the private practice of their profession, for which there are many opportunities, and by which their incomes could be often largely augmented. As professors in the universities there are no such restrictions laid on them,

while the salaries are larger and vacations longer. The result is that our best and most capable men seek employment elsewhere. Since July, 1887, four such cases have occurred. Three of these are now university professors with considerably larger salaries than they would have received had they remained on the Geological Survey.

"In this connection it may not be out of place to quote the words of a leading article which appeared in the *Montreal Herald* on the 24th of February, 1885, as follows:—

"The field operations of the Canadian Geological Survey are so vast, the interests involved so great and so far-reaching, the staff provided for the work so weak numerically, that it is important to all the interests at stake that such officers as are called upon to bear the responsibility of the duties of the survey, should be the best obtainable, and their salaries in keeping with their high attainments." The truth and applicability of the above remarks cannot be refuted; they are as pertinent now as they were in 1885.

We would refer the Commission also to the opinions expressed by the Hon. Mr. Dewdney and Sir Richard Cartwright, reported in *Hansard*, House of Commons, 1891, page 446.

In addition to these considerations we would suggest the comparison with the United States Survey, whose officers throughout the various ranks receive salaries nearly double those paid here. There the assistant directors receive two-thirds the salary of the director, while here they are appointed at less than one-half, and cannot attain to more than three-fifths his salary.

The salaries in this department are throughout much lower than those which all professional work of a similar character commands even in this country, not only in the Government Departments, but also elsewhere. (See Appendix A.)

6. The joint report recommends that "Those extra clerks who have been continuously employed for a number of years, whose services will be needed in the future, and whose qualifications fit them for appointment should be put on the permanent list."

There are on the temporary staff a number of explorers and geologists who have been engaged in this work for terms of years ranging from eight to ten. Not only is an injustice done these men in keeping them in a state of uncertainty for so many years, but they receive salaries disproportionate to the importance of the work they are engaged in. This mode of payment of geologists and explorers involves too the expenditure in salaries of too large a proportion of the special grant voted by Parliament annually for the purpose of defraying the expenses of geological investigation and exploration. (See Appendix B.)

Such employees receive no annual increase, and under present rules are denied holidays and sick leave, while doing the same work, and as permanent in its nature, as those on the Civil List. This seems to us a great injustice.

In this department several appointments of men from the outside have been made while men fully qualified to fill the office, and who have served for years on the temporary staff have been passed over.

7. We would point out to the Commission the unsuitability of the building at present occupied by the department. The offices are so crowded that in one room there are six heads of field parties with three or four assistants. Owing to the small size of the room set apart for the library the books are in great confusion.

We would like to recommend that the very bad sanitary condition of the building be improved by the introduction of proper ventilating appliances in the different rooms, and also in the attic space under the roof; that the closets, which are immediately below rooms used as offices should be ventilated; that the annoyance caused by the escape of illuminating gas be obviated by the introduction throughout the building of the electric light, among the advantages of which may be enumerated greater safety from fire, improved light for draughting, convenience and economy.

With regard to the museum, it is particularly to be regretted that so fine a collection as is now available should be cramped in such small quarters in a building that has no pretensions to being fire-proof, and is doubtfully of sufficient strength to bear such a

bulky and weighty collection. Hundreds of specimens of all kinds that it would be interesting and advantageous to exhibit are packed away in drawers underneath the show cases, simply because there are no facilities for exhibiting them. The natural history collection suffers particularly in this respect.

The whole collection is one which for completeness and excellence stands unrivalled in Canada, and is excelled by few in America. It contains many unique and many type specimens, has cost hundreds of thousands of dollars and half a century of diligent search, and it seems a great pity that a collection which no money could buy and no toil replace, should be hidden in an unsafe and unsuitable building.

8. The publication of the official reports and maps is delayed, often by causes which cannot be removed, such as the time required to collect and put in shape the requisite information; and in order to render more quickly available the information gathered each year, we would suggest the publication of brief interim reports or the enlargement of the summary reports, accompanied where such would be useful by sketch maps of such new ground as may have been recently covered.

As the President of the Royal Society of Canada and many eastern geologists have strongly urged the systematic publication of facts relative to the distribution of organic remains in Quebec and the Maritime Provinces, it is desirable that this work should be undertaken.

As the credit of the department and the weight given by the public both here and elsewhere to its opinions and statements, is evidently dependent not only upon the efficiency of the staff as departmental officers, but also upon their professional reputation, it is in the interest of the service and of the country that their legitimate ambition in respect of maintaining and increasing this reputation should be afforded all reasonable outlet. The country demands to know as speedily as can be made public, not only the views of the department with regard to the resources of any district, but also the personal opinions of the officer who is appointed to report on that district.

For these reasons the individual officers should have the privilege and be encouraged to express their personal views through the most convenient channel, interim reports published by the department, scientific or other magazines and newspapers, in addition to, and if expedient, prior to the publication of the official report.

The members of the staff best acquainted with any district should be sent to represent the survey at all important meetings for the discussion of mining and scientific subjects relating to that district; and opportunities of working and meeting with foreign geologists should be granted in order to keep the staff *en rapport* with the progress of science elsewhere.

9. Every means should be adopted to increase the distribution of the information obtained as affecting the usefulness of the department and the needs of the country. One of the most important means is afforded by personal contact of the officers with those interested in the universal development of the country and its other resources on which the survey work has a bearing.

We claim that the ones best qualified to direct the distribution of the reports of any district are the authors; they are acquainted with most of the people interested, and we would therefore suggest that the fullest power consistent with economy be granted the staff with regard to the distribution of these reports. These reports and maps cannot be relied upon as any considerable source of revenue, but every facility for the purchase of them should be offered in every locality where they are likely to find a purchaser.

Equally qualified with the staff to direct this distribution are the members of Parliament and Senators whose constituencies lie within the various districts under examination, and we would suggest therefore that in addition to the number of complete annual reports allowed these gentlemen a large specified number of the district reports as they are published, be given them for distribution. Or we would suggest that the report should be published, not by the Survey but by Parliament, as are those of other departments, the survey paying for an edition for distribution and for the use of its officers, and the Queen's Printer having control of the sale of all survey publications.

The present system of distributing from a fixed list the whole report (part of which only is probably of interest to the recipient) seems to us ill-advised.

A brief synopsis of each annual report should be prepared for the newspapers. Through the Toronto and Montreal dailies alone 150,000 readers would thus be reached.

10. A catalogue of the museum and of the library and an index of all the publications of the survey to date would be of great public utility. The catalogue of the museum should be distributed largely over the country in order to draw attention to the value and importance of this national collection.

11. In considering the accounts of field expenditure some uniform system should be observed with regard to the passage or rejection of any item.

12. All reference to matters affecting individuals or a limited number of individuals has been avoided and the views here embodied are suggested in the interests of the whole staff.

Some such individual matters have however been entrusted to us to bring before your notice. They have for the most part been made the subject of complaint to the Minister.

(Signed) HUGH FLETCHER,
W. H. SMITH.

APPENDIX "A."

SALARIES OF TECHNICAL OFFICERS OF OTHER DEPARTMENTS.

C. Schreiber, C.E.	\$6,000 00
P. S. Archibald, C.E.	3,500 00
H. A. Whitney, M.E.	3,200 00
W. Ellis, C.E.	2,900 00
J. Unsworth, C.E.	2,000 00
J. C. Nelson, D.L.S.	2,190 00
W. A. Austin, D.L.S.	1,800 00
G. Stewart, D.L.S., Superintendent National Park	1,800 00
J. S. Dennis, D.L.S.	1,825 00
H. James, Architect	1,800 00
T. Macfarlane, Dominion Analyst	2,800 00
R. C. R. Cassels, Lawyer	3,200 00
F. A. McCord, Lawyer	3,200 00
A. Power, B.C.L., Lawyer	2,350 00
G. L. B. Fraser, B.A.	1,800 00
O. S. Strange, M.D.	1,800 00
W. F. King, D.T.S.	1,800 00
Wm. Pierce, D.L.S., Inspector of Mines	3,200 00
H. F. Perley, C.E.	4,000 00
T. Fuller, Architect	3,200 00
W. Fitzgerald, M.A., Actuary	3,000 00
J. R. Steckel, C.E.	2,300 00
Prof. W. Saunders	(and house) 4,000 00
J. R. Arnoldi, M.E.	2,350 00
W. P. Anderson, C.E.	1,900 00
J. Fletcher, Entomologist	(and house) \$1,500 + \$100
F. Shutt	(and house) \$1,200
Com. Boulton, R.N.	about \$3,600 00
Louis Coste, C.E., Public Works Department	2,007 50
John Bowes, Architect	2,160 00
W. Ewart, do	2,280 00
F. N. Gisborne, Electrician	3,000 00

J. P. M. Lecourt, Architect	\$2,000 00
D. H. Keeley	1,500 00
F. C. Lightfoot	1,600 00
R. C. Douglas, C.E.	1,825 00
H. A. Fissault, C.E.	2,300 00
J. F. Lynch, C.E.	2,550 00
T. Ridout, C.E.	2,800 00
Marcus Smith, C.E.	4,500 00
J. Spence, C.E.	5,000 00
H. H. Smith, Land Commissioner	6,000 00

SALARIES OF OFFICERS OF UNITED STATES GEOLOGICAL SURVEY.

Director	\$6,000 00
Five geologists	4,000 00
Twelve geologists	\$3,600 00—2,000 00
(All of them receiving the lower salaries acting as assistants.)	
Four assistant geologists	\$1,800 00
Ten do	\$1,600 00 ; to, 1,200 00
Eight do	\$5 per day.
One paleontologist	\$4,000 00
Six do	\$3,600 00—\$2,000 00
Chemists	3,000 00—2,000 00

APPENDIX "B".

In this department also there exists among the temporary employees an invidious distinction between the geologists and those doing allied or accessory work, the lithologists and one of the draughtsmen (both junior in terms of service) receiving 50 cents per diem more than any geologist on the temporary staff. We do not consider that these officers receive remuneration adequate to their abilities or to the requirements of their office or that equals the standard obtained elsewhere, and the geologists therefore consider that their salaries are still more widely disproportionate.

The Chief Draughtsman of the Geological Survey is not at present classified as a technical officer. He is however, in our opinion, entitled to this rank *ex officio*. Were it otherwise Mr. Barlow was for many years on the field staff, and has made among others a most thorough (Report for 1871-72, page 13, line 8) survey as attested by Sir William Logan, of the Cumberland coal field in Nova Scotia, one of the most important mining districts in the Dominion. His father, too, at superannuation had ten years added to his length of services because of special technical qualifications possessed at the time of first appointment to the staff of the survey. Mr. Barlow entered the service on the same terms and in Logan's *Geology of Canada* (p. XIII and *Atlas of Maps and Sections* p. III) the "Map to show the distribution of our Geological Formations" is said to be the joint work of Mr. Barlow and his father. The Chief Draughtsman of the Dominion Lands Branch is classified as technical officer, and some stronger reason than has yet been given by the director would seem to be necessary to explain such an anomaly as the exclusion of Mr. Barlow.

Mr. FLETCHER further stated :—

In addition to the individual cases mentioned, I wish to bring before you that of Mr. Weston who has been in the service for 33 years, and who asks to be classified as a first class clerk. He contends that his requirements entitle him to rank as a technical officer. He has taken charge of the Ethnological Museum for the last five years, during which time he has received and catalogued all the specimens. He was engaged by Sir William Logan in 1859 as a skilled lapidary, and he has been engaged in microscopic work, field geology and field topography from British Columbia to Newfoundland. He has collected specimens for several exhibitions, and took charge of the geological exhibit

at Philadelphia. At present he ranks as assistant curator, but in reality he is the curator, because Dr. Thorburn, who ranks as curator, has not been there for several years. Mr. White was given the position of curator, but he himself says that he does not know that he is curator.

4098. Unless there is some general complaint, the Commissioners cannot deal with individual cases of classification?—There are perhaps a dozen men in the department who complain of want of recognition of their qualifications.

4099. Is there a certain proportion of your staff who feel that sufficient consideration is not given to their attainments as technical officers in their classification?—Yes, and you might put it broadly—that there is not sufficient sympathy on the part of the head of the department with those who do the work of the department.

4100. Had you a full meeting of the department at which that report was adopted?—It was unanimous, and they were all present except Mr. Hoffman, and I think they all assent to everything contained in that report.

4101. You make the report with a proper sense of the responsibility and with the understanding that it may possibly be published?—I think so.

Mr. SMITH.—We did not expect that it would be published, but it was made with the full understanding that if it were necessary we had no objection to its being made public.

Mr. FLETCHER.—That represents, I think, the general consensus of the staff.

Mr. SMITH.—I may say that two of the assistant directors, who do not join in this report, thought that acting as they frequently did, as acting directors, they did not care to take any part in it. Their feeling was that if they did, their doing so might hamper us in our expression of opinion, and therefore they took that position as much in justice to us as for any other reason. But so far as we know they have no hostility to anything contained in the report. So that practically, I think the whole staff below the director concur in it.

Mr. FLETCHER.—The document was submitted to everyone on the staff except the director. Two of the assistants refused to sign it for the reasons stated; the other three assented to it.

Mr. H. H. MORTON submitted the following:—

POST OFFICE DEPARTMENT, OTTAWA.

To the Civil Service Commissioners.

GENTLEMEN,—Before the Civil Service Commissioners report upon the Post Office Department and the workings of the various branches thereof, we, the undersigned members of the staff of the Long Room of the Dead Letter Branch respectfully ask that a visit be paid us by the said Commissioners unattended by any chief officers of the department or branch.

We beg leave to state that as a staff we have had claims and grievances for years which have not been settled, and although our chief officers have had cognizance of the same no action has taken place.

We maintain that it is a menace to our health and a serious impediment of the efficient performance of the work that 27 clerks (10 ladies and 17 gentlemen) should be obliged to work in a room 24 feet x 49 feet; or, practically, 24 feet x 43 feet (6 feet being taken up by cupboards). In this room are kept all the requirements (desks, cupboards, etc.), pertaining to the work. In one of the cupboards are placed the various unregistered parcels of all descriptions received from time to time, the contents of some of them (untanned skins, or matter of a like objectionable nature) often render the atmosphere of the room anything but savoury.

A large box wherein should be placed all the unclaimed newspapers from every post office in Canada encumbers the room. On an average twelve sacks of these newspapers are piled around this box daily. Frequently the box proves too small, in which cases the papers are thrown upon the floor and trampled upon by the members of the staff

when moving about the room in the performance of their duty. A stamping table and a letter press with table attached also encroach upon the space allotted.

As the lady clerks desire the temperature of the room to be maintained at 70 degrees (it is often much higher) and that the windows remain down, and as the only available door must be kept closed, it is obvious that this almost hermetical sealing of the room, combined with offensive odours from objectionable matter in the cupboard, and the dust occasioned by the emptying of the newspaper sacks, renders the atmosphere vitiated, and thus a menace to the health of the strongest amongst us.

We invite the attention of the Commissioners to our present accommodation, compared to that of the old quarters in the West Block. Although overcrowded compared with other branches we had there five small rooms. One our chief occupied; in another registered mail matter was treated; in another packets, parcels, papers, special letters, etc., were dealt with, while the remaining two rooms were occupied by ladies returning dead letters. Notwithstanding the fact that this block was built to give further accommodation we have much less room than formerly, and the staff is larger.

Some of the furniture is not adapted to the work. Should a parcel, or other portion of mail matter be lost in the branch, the clerk by whom it was treated may be called upon to make good the loss by the payment of a sum of money of the value of the said mail matter.

As nearly all packets received must be opened and their contents carefully examined, and a fair percentage of them wrapped in entirely new covers, it is necessary, as a security against loss and in order to facilitate the work, that the clerks treating packets be provided with a table for the purpose.

We desire to call attention to the fact that a short time ago the staff consisted of eighteen third class clerks and three second class clerks, while at present it consists of twenty-seven third class and only one second class clerk. The stamp branch consists of seven third class and three second class clerks, and the accountant's branch, of thirteen third class and fourteen second class clerks.

With regard to the contemplated extension of office hours we would state that the work of this branch would not warrant such, but should they be extended we are unanimous that they be from 9 o'clock a.m. to 4 o'clock p.m.

(Signed,) E. N. WALKER,
THEO. ROY,
J. PRENDERGAST,
J. CARTER,
T. I. D. MOFFAT,
W. C. LITTLE,
W. J. FRECHETTE,
N. W. CURTIS,
A. J. MACDERMID,
J. A. MACDONALD,
E. DEWDNEY JONES,

H. H. MORTON,
G. A. D. MAILLEUE,
H. KNAUF,
I. M. MAY,
C. GRAHAM,
A. SAMUELS,
E. BALLANTINE,
A. GRAHAM,
A. MARTIN,
G. CLARK,
R. E. SPENCER,

D. CONWAY.

Mr. MORTON, in addition, stated :—

In our department there are a number of clerks who have been at the head of their class for a number of years; yet some young men, fourteen or fifteen, have since come in and have been promoted over our heads. The Board of Civil Service Examiners asked me to go up and pass an examination for my whole department, as I understood it, and I did so; and for that reason I do not see why others should be promoted over my head. What I have been told is that there are two men ahead of me. I have been sixteen years in the service and if I had to retire on my superannuation it would be too small for me to live on. I also wish to state that in my office some six or eight years ago

there were three second class clerks, whereas to day there is only one. In Mr. Barrett's branch there are 21 second class clerks and only 14 thirds, and I do not see why our branch should not have its fair proportion of these officers.

4102. Do you say that promotions in some branches of the department are more difficult to obtain than in others?—We cannot obtain them at all in our branch of the department. There are seventeen young men now in the department who came in since two clerks in our branch did, and they have been promoted over their heads, although those two gentlemen have passed their promotion examinations for the whole department.

4103. Being in other branches, they have attained promotion sooner than you have because the promotions are in branches and not in the department?—Yes, that is the reason. But our principal grievance is in reference to our accommodation. There are four of our men away sick at present, and I believe this is due to the mail bags being put in that room, and their contents being emptied on the floor.

Mr. JOHN GORMAN, representing the Audit Office, stated:—

In the event of the Commission making any recommendation on the subject of extra pay for extra work, and without making any comparisons with the other departments, I wish to draw your attention to the very great amount of work done by the examining clerks in the Auditor General's Office after hours. You are all aware of the extent of the Auditor General's report. The statements furnished by the various departments all have to be analysed, classified and compiled for that report, involving an immense amount of work. At least three-fourths of the staff of the Audit Office are obliged to do a great deal of extra work to prepare these statements, and for this they have never received any extra pay. Of course they have not asked for extra pay, having taken it for granted that the rules of the service did not permit them to receive it. For five or six months each year, from the beginning of October until the House meets, we are engaged in preparing this report, and during the rest of the year the staff are expected to be at the office during office hours. This office was established to audit the public accounts, but in addition to auditing them, we have to prepare them for the printer. I may state also that the staff of the Auditor General's Office is classified in just the same way as the clerks in the other departments, though requiring to have special qualifications which perhaps are not so much required in the other branches of the service. They must be thoroughly acquainted with accounts and able to analyse them, because they are brought into contact with accountant's staff of the other departments, and when they call attention to any irregularities or mistake that may occur, they must be prepared to defend their position. When the question of promotion arises, the staff of the Auditor General's Office has also to pass a more difficult examination than that of any other branch of the Civil Service. The arithmetic papers set for the Auditor General's Office and the Finance Department are alike, and are very much more difficult than those set for the other departments. Certain questions are required to be answered by the clerks of those two departments which are not imposed upon those of any other departments. In addition, the clerks in the Auditor General's Office are given a paper on the duties of the office, which is far away more difficult than any other paper submitted by the Board of Examiners. It is a paper requiring a great deal of study and knowledge on the subject on the part of those who have to answer it. I do not make any demand on the Commission; I merely submit these facts, asking that the Commission should bear in mind any recommendation they may make. I may add that in England the Auditor General's Office is differently classified and graded from the rest of the service. It has inspectors and examiners, classified as such. A man having charge of the examination of the expenditure of a department is classed as an inspector, and his assistants are examiners, and then come the ordinary grades. We have no such system here; although it rests with the Auditor General to give his officials what they merit; still the Civil Service Act perhaps stands in the way of his doing so to some extent.

Mr. J. G. BARRETTE, of the Printing and Stationery Department, stated :—

As the Commission are aware, our department occupies a peculiar position, the qualifications of its employees requiring to be special. One who is a copyist and nothing more would not be of much use in our department. The employees there require a certain knowledge of printing, lithographing, binding, &c., knowledge of a technical character. Therefore we feel that the classification of the clerks in our department does not exactly correspond to the requirements of their positions and the responsibility resting upon them. For instance, the requisition clerk, Mr. Potvin, who is classed as a second class clerk and who receives \$1,200 a year, has to look after all requisitions for supplies coming to the department, and if he made a mistake, it might involve a loss of a large amount of money. We think his salary should be more in proportion to his responsibility. Then, the time-keeper is an extra clerk, though his work is of a permanent character; for as long as there is a printing bureau there will have to be a time-keeper. This is Mr. Lefebvre. He receives about \$75 a month. He thinks he ought to be put on the permanent list, which would give him more weight, especially in the eyes of the men.

4104. Does the time-keeper keep the men up to their work?—No, but he has to deal with a peculiar class of people and he contends that if he were placed on the permanent list, he would have more influence over the men than he has now. He has a good deal of work to do, because the pay sheets represent \$7,000 or \$8,000 a fortnight.

4105. But the men are not under his control?—He has to be at the door when they come in and when they go out, and at present they do not respect him as they should. They look upon him too much as one of themselves.

4106. Does he contend that if his salary were increased they would be more respectful to him?—Yes, because he would be counted as superior officer to them, whereas now they only regard him as a printer. This man also assists the requisition clerk.

Mr. JOSEPH H. LEWIS, from the Printing and Supply Branch of the Post Office Department, stated :—

I wish to state on behalf of the packers in our branch, that we have been labouring under a great disadvantage. I believe the importance of the work we do is not properly understood. Some of the packers, as I have stated in my report, to you, are doing a very responsible work. For instance, all the expenditure involved in the Printing and Supply Branch, amounting last year to \$120,000, all the accounts in connection therewith from the different contractors, are checked and initialed by a packer.

4107. That is, he checks them to see that the goods are received?—No; I happen to be that packer myself.

4108. What is it you do?—The real name of it is that I am the accountant of the Printing and Supply Branch. When I came there six years ago, I went into what is called the bag room, where the assorting of the bags is done. From there I went and took the place previously filled by a clerk. There I obtained a knowledge of the prices of all the different articles supplied to the Post Office Department.

4109. Bags and stamps and everything?—Yes.

4110. Furnished by contractors outside?—Yes; by Borbridge, and the uniforms supplied by the Sanford Manufacturing Co., ink, stamps, pads, and in fact all the miscellaneous articles. I keep the books in connection therewith. When a requisition comes in from a postmaster for a certain article, it is ordered by our branch, and when the account comes in from the contractor, it comes to me through the superintendent, and is checked by me, who have to see whether the prices are fair and just, and according to agreement. You will find every account stamped in that way. I initial it, enter it in my books for the annual statement, and present it to the superintendent for his signature; he asks any questions on any point that may arise; then the check comes back to me and I issue the cheque.

4111. And what are you called?—A packer and sorter.

4112. And you do not do any packing and sorting?—No; and I have not since I came in six years ago.

4113. And there is no such officer as the checker of accounts, such as you appear to be, in the office?—No. Of course I am here to represent the whole branch, and I do not want to dwell too much on my own case.

4114. What should a packer and sorter do?—He should pack up parcels and nail up boxes, as is done in business houses.

4115. He should see that the goods are in the package, and that they correspond with the statement?—No. An order to be filled is generally attended to by the shipping clerk, and he gives it over to the packer to do it up.

4116. Then your packers and sorters are doing such work as a shipping clerk would do in a mercantile house?—I may say that the packers and sorters of my branch, numbering 23, are with the exception of 3 or 4 doing clerks' work.

4117. Shipping clerks' work?—Even more than shipping clerks' work. For instance, there is one packer who keeps a register of stock—certain articles kept in stock. Before I was put in the work of accounts altogether, I did that. Another man keeps the stock, and takes stock every year to see whether it corresponds with his books. Then there are other packers who issue forms to inspectors and postmasters all over the Dominion. They receive requisitions, and they see whether the articles asked for are articles intended for certain classes of post offices and not others, such as accounting and non-accounting offices.

4118. Who are the superior officers in the department?—Mr. Sidney Smith is in charge of the branch; he is a chief clerk. There is also one first class clerk, three second class, and seven third class.

4119. If the packers and sorters are doing clerical work, what is the clerical staff doing? They are doing clerical work also. I think the question was asked in the House last year why the Post Office Department had more packers than any other department. It has more packers than the Stationery Department, which issues heavy goods to all the departments. The fact is that instead of having 22 packers and 11 clerks, we should have 22 clerks and about 7 packers, which the Commission could see at a glance by coming and looking at the work the packers do. They are all sitting at desks, and a packer does not sit at a desk and write all day.

4120. What is your salary?—The minimum salary of a packer is \$300.

4121. What is yours now?—\$450.

4122. You have been there five years?—Yes, going on six years.

4123. Many of the packers date as far back as 1882—four or five years your seniors?—Yes.

4124. You are, in fact, at the bottom of the list?—Yes.

4125. Are these people drawing \$500 a year?—Yes.

4126. There are 16 ahead of you?—Yes.

4127. Are they doing clerks' work?—Yes.

4128. You are the third from the bottom?—We happen to be lucky in our branch that a man is taken by his qualifications. If he is fit for better work, he is put on. If a man has been there a few years longer than another and is not fit to do the work, Mr. Smith does not put him on the work, but takes one who is fit to do it.

4129. You came in under the present Civil Service Act?—Yes.

4130. You knew that the salary was \$300, and you knew your prospects?—Yes. But I think there was a clause in the act that lower grade employees might fit themselves for a higher class. There are five or six who have been promoted from packers.

4131. When there were vacancies?—No, there was provision made for it. The fact is there is no necessity for so many packers. There is a necessity for clerks.

4132. Your statement is that the theoretical classification of your branch is not correct?—Yes. I may say that another man is examining the letter carriers' boots supplied by contractors in various parts of the Dominion.

4133. What does he get?—The same scale of pay—\$300 to \$500.

4134. The boots come in once a year?—No, the letter carriers are supplied with boots twice a year, and there are also new letter carriers being employed from time to time.

4135. For that service you need a really good shoemaker?—He happens to be a shoemaker.

4136. What could he earn as a shoemaker?—I do not know. He has been a long time in the service.

4137. Did you pass an examination before you went into the service?—I passed both examinations, the preliminary and the qualifying.

4138. How did you happen to get into the service—by personal influence?—Yes. I was a protege of Mr. Kilvert, of Hamilton, who was formerly a member. Of course an application is better if it is endorsed by somebody, and Mr. Kilvert endorsed mine. It was about a year afterwards that I was appointed; I had to wait my chance like everyone else. I do not say it was entirely by political influence. I may say that it was with me as it has been in the case of others. I thought it was necessary to work my way up. I thought that if a man went in on the lower grade, and qualified himself and showed himself capable, he would be promoted.

OTTAWA, 15th January, 1892.

Mr. H. H. BAILEY, of the Patent Office, Department of Agriculture, having expressed a desire to appear before the Commission in order to make some observations on the Patent Office and the working thereof, was told to prepare a written statement, and an opportunity would be afforded him. He appeared to-day, and the following was submitted by him to the Commission:—

PATENT OFFICE, DEPARTMENT OF AGRICULTURE,

14th January, 1892.

SIR,—Enclosed please find my report. There are clauses which may appear strong, but they are quite mild.

Speaking from a business point of view this department is simply rotten in its management.

I shall hold myself in readiness to appear before the Commission when notified.

I have the honour to be, Sir,

Your obedient servant,

(Signed.)

H. H. BAILEY.

J. H. FLOCK, Esq.,

Secretary, Civil Service Commission,
Senate.

SIR,—As per request I beg to submit the following report:—

Causes of Dissatisfaction in the Civil Service.

1st. Making appointments to the permanent staff without considering extra clerk's term of service, capacity or ability, or claim to permanent appointment.

2nd. Promoting clerks and increasing their pay without regard to duties performed, character and term of service.

3rd Favouring some and not others by exacting work of a lesser paid clerk which should be performed by a higher paid clerk, as for instance, having a first class clerk perform the duties of a third class clerk and requiring a third class clerk to do or perform the duties of a first class clerk.

4th. Keeping persons in the service who have outlived their usefulness; drawing the highest salaries, doing comparatively nothing and keeping good clerks back, or blocking the road to promotion.

The Effect of such a Method or System, which is now in Vogue, on the Members of the Service.

It causes dissatisfaction; a loss of "heart" in the work; loss of all ambition in the discharge of the official duties; neglect of duties, causing work to run behind or accumulate, necessitating an appeal to the Ministers for more clerks to despatch business, and consequently an increase in the expense of Civil Government without a corresponding increase in the efficiency.

Remedies and How Applied.

1st. The Government should appoint two thorough practical business men, possessing qualities and business experience that would enable them to do any office work and understand the same, to form a permanent Commission, necessarily, one English speaking and one French speaking, a Protestant and a Roman Catholic, to satisfy these two elements of our population. This Commission should have a permanent office, and have jurisdiction over all civil servants, including the deputy heads of departments.

2nd. They should change our system by grading the work or duties to be performed by the clerks or employees, allotting a minimum and a maximum salary to be paid for each grade of such work throughout the whole service, instead of as now grading the clerks themselves without regard to duties or work performed.

3rd. They should investigate all of the departments in turn, as for instance, enter a deputy's office and ask questions of the following nature, viz.: How many clerks have you? How many rooms or subdivisions? How many clerks have you in each of these rooms, respectively?

Obtain a list of the names of all persons in each room, or subdivision, showing rank and pay of each clerk. Then commence business by entering a room or subdivision, examine and ascertain the nature and daily average or amount of work performed by each individual. Make a new list under the new classification, and have the clerks' names entered where they rightfully belong so that merit may be rewarded. When this subdivision has been gone over proceed to the next, and do likewise and continue through the department. When one department has been gone over proceed to another and continue throughout the whole service.

When this action has been taken, it will be found that there are employed too many clerks to perform the work, caused as herebefore explained under "the effects of our present system of doing business."

After the work has been graded and the clerks' duties investigated and allotted, comes the reconstruction.

The objects sought are: 1st. To increase the efficiency of the service; 2nd. To reduce the departmental expenses. How are we to obtain these desired ends?

1st. By reconstructing the service, as set forth or suggested, so that inducements will be held out to the clerks to be regular in attendance, to faithfully apply themselves to their work; to do all work correctly and with despatch, knowing that promotion and increase of pay can only come to those most deserving. That promotion must be earned through, first, efficiency; second, good character; and third, length of service. These three points should be considered by the Commission when recommending increases of pay or promotion.

When this new method or system is adopted and put in practical effect, it will cause good clerks to put their whole heart, soul and ability into their duties, and as a result we shall have good execution, contentment and harmony throughout the service.

2nd. To reduce expenses: Superannuate about one-third of the higher paid clerks—many of those receiving pay for which they cannot show value in work performed for such pay. As for instance, take the case of a clerk receiving fifteen hundred dollars per annum, and who has been fifteen years in the service doing low grade work, the superannuation pay would amount to four hundred and fifty dollars per annum. Here would be a saving of ten hundred and fifty dollars. Now take, say, one-half of this sum and allot it to the faithful clerks who are underpaid, and as a result there would be a net saving of five hundred and twenty-five dollars (\$525) on one individual.

Remarks.

Having had twenty years experience in handling a large number of men before entering the Civil Service, and having been over seven years in the service, and knowing thoroughly the ins and outs, I have no hesitation in saying that the two objects sought can be easily and satisfactorily obtained.

When a vacancy occurs by any cause whatsoever the deputy head of the department, in which said vacancy might be, should notify the Commission, who would at once proceed and examine those clerks now in the service eligible for promotion, and ascertain if any were competent to fill such position; and if so, recommend to the Minister the person, and the increase of salary, to be appointed and paid. If there are none in the service competent or possessing the necessary qualifications they should report to the Minister of the department and ask for the appointment of a fit and proper person possessing such and such qualifications to fill said vacancy. All Ministers would have the patronage of their respective departments as they now do, the only practical difference from the system now in vogue would be that the Commission would examine said candidate and if found qualified to perform the duties report to that effect to the Minister, who would cause the appointment to be made at once. Should the candidate fail in the examination then the Minister would of necessity call upon another.

Then again, all grievances of the clerks could be referred to the Commission. There would be no pets, or the deputies would have no pets to favour. All clerks would feel that they would have fair-play, and that no favours would be shown; that right would prevail against wrong; that efficiency would prevail against inefficiency.

Many clerks now in the service who are found by the Commission to be drawing pay allotted to work of a certain grade, which they are not competent to perform, should have the option to either enter the grade of work for which they are fitted and accept the regular pay for the same, or, to accept superannuation immediately. And all of those, including the deputy heads of departments, who are 60 years of age or over, should be superannuated forthwith.

It will be in order for me as a member of the Department of Agriculture, to make a few remarks on the management of this department.

The Minister is not expected to know or understand all of the details of his department. He relies principally upon his deputy, who should be a man of the day and times, and not a man of a generation ago.

I shall now still further restrict my remarks and confine them to the Patent branch of the department.

The routine in this branch and the method of conducting the business is the same now as it was two generations ago. To illustrate and make clear my meaning I will state that about five years ago I suggested a change in the routine to the then acting head of this branch. His reply was that, "I have been in this office over twenty-five years, and we have always done the business just as we were doing it now; we have had no serious trouble, and I do not think it advisable to make any change at present." I then said, "Well, Sir, you were either a long way ahead of the times twenty-five years ago, or you are a long way behind the times now. Draw your own conclusion." And, believe me, from that day to this, there has been no change.

The Patent Office needs a thorough reconstruction in order to keep up with the times. With such reconstruction the business and receipts of the office would double in a short time, besides giving great satisfaction to the private individuals who pay the money, which not only meets all expenses of the Patent Office, but which also forms a considerable sum towards running the other branches of the department—a use to which it should not be put until after all the requirements of the office are met.

Improvements would have been made no doubt before this time only for the slow moving deputy minister of the department, who knows nothing whatever of the patent business, and at the same time opposes every change for the better which is asked for by the practical head of this branch, or Deputy Commissioner of Patents.

I further say emphatically that it is a burning shame and a disgrace to the Government to keep in the service in such a responsible position such a man as the Deputy Minister of Agriculture.

I am saying nothing against this man as a citizen, nor do I desire to harm him in the least, but the times, occasion and business require facts without fear, favour or affection. Only as an executive officer do I speak of him. He is twenty-five years, at least, behind the times, and should be replaced by a younger man, who is up in the business of the day.

I shall be pleased to appear before the Commission to explain orally any matters referred to in this report, as well as much other important matters--and can give many strong reasons why a change is necessary in this department of the Government Service.

All respectfully submitted.

I have the honour to be, Sir,

Your obedient servant,

(Signed) H. H. BAILEY.

To the Secretary of the
Civil Service Commission,
The Senate, Ottawa.

Mr. BAILEY further stated :—

We have extra clerks who have been in the office from six to eight years at \$1.50 a day, who cannot get permanent appointments, while others from the outside are appointed to permanent positions. A first class clerk, drawing a salary \$1,400 or \$1,500 a year, practically does only forty minutes work a day, and calls for an assistant, and gets one. A clerk drawing \$1,800 a year was not able to do a certain work, and a temporary clerk at \$1.50 a day has been doing it. That is why I say that the whole department is rotten. I am classed as a clerk, but as I told the deputy, I might as well be classed as a messenger, for I am not a clerk at all; I am not doing the duties of a clerk. When my time came for promotion last July I could not get promotion, but a worthless, drunken character, who does not do thirty minutes work a day, gets promoted to the position of a first class clerk; that is in the Patent Office. I did not get my promotion. I told the Minister the other day that I would not accept it, for I was going to leave the service. They just put the people to do the work as it happens, without any system. An extra clerk at \$1.50 a day is perhaps put to do the work of a \$1,000 clerk. We cannot make a move because we have a head of the Patent Office and Deputy Minister of the department who block everything. The clerks that do the least often get promoted first, and "I don't care" is the general feeling caused by that sort of treatment. Men get discouraged. To illustrate how the work goes, I may say that my deputy came to me to get the address of a clerk who was away on his holiday, saying "the work is behind, one or two of the clerks are sick, and we must have this clerk back to do the work." I said, "let him stay another week; my work is up, and I will step down myself, if you like, and straighten up that work." This was on Friday evening. He asked me if I could come on Monday. But Monday was a holiday. All the better, I said. I went there at nine o'clock, worked until twelve, went home for my dinner, was back sharp at one o'clock. A clerk was there to help me. He brought me the batch of papers and I counted them out. There were applications for patents, forty-eight of them. I had to go over the routine of entering these, and in an hour or very little over I went through that pile. I cleaned up all the work before five o'clock, and yet I had been told they were three weeks behind. For doing that kind of work the clerk got \$1,000 a year, and an average of half an hour a day would do it all. If the Commission would examine the work of the office by going there and seeing what is done, they would find the work of a great many of the officials amounts to about half an hour or three quarters of an hour a day. You would find the same thing in all the departments. I have been here for seven years, and I know what has been going on, and I am going to leave the service, because I find there is nothing here for merit; there is no encourage-

ment for a business man or a man of ambition to stay in the service. Honesty, hard work, interest in the work, or any other good qualities are of no account. There are men in the department receiving big pay for work they cannot perform. They have been put in there by political influence. Many of these men have been good men, but they are behind the age, and should be superannuated. The Patent Office is run in the same old groove that it was forty years ago, when the department was established. The inventors and patent solicitors had a meeting in Toronto some time ago, and formed an association, and they made a report to the Commissioner asking for certain changes in the patent laws and in the Patent Office. That report was sent to the deputy, and he called me down and we went over the report carefully. There were several points that we did not consider just as the solicitors did, who were looking after the interests of their clients, while we had to look after the interest of the public. But they pointed out that we charged \$60 for a 15-year patent while the United States charged \$35 for a 17-year patent, and they expressed the opinion that the department should be reconstructed to bring it up to the times. The laws and regulations of the department should be so changed that there would be no trouble at all in doubling the receipts of the Patent Office. But, as a matter of fact, we cannot get anything at all for the office. If the head of the Patent Office asks for anything, that is enough reason for the deputy minister to keep it back, and if the matter is taken before the Minister he must keep down expenses, and he is all taken up with his farm, and there the Patent Office stands. Although the revenue of the Patent Office is taken from private sources, it is no tax on the people. Nearly two-thirds of our patents are taken out by Americans, who consequently contribute nearly two-thirds of the revenue. There is another point I would like to mention. We all know that men belonging to the Public Works Department are being tried for receiving goods ordered for the Government. That could not occur if there were a Commission to visit the various departments, examine the vouchers for supplies, and see that the goods are there. There must be something wrong in the system, or these men would not have an opportunity to use the public money to furnish their houses. The trouble is that when we send a requisition for goods to the Public Works Department, we perhaps have to wait three or four weeks, and then we send another, and by the time the second or third is sent the department gets the goods; but in the meantime the first requisition may be filled, and the goods may go anywhere.

4139. Have you any idea that that happens?—It is not necessary to ask that question. Is it practicable?

4140. Have you any idea that it happens?—If I had I would not tell you; but I do not like things to be managed in so loose a way as that. A second requisition for supplies should never be sent.

4141. Is it a matter of fact that in your department requisitions have been duplicated or triplicated?—Oh, yes. It is so in getting any supplies. There is no real check or system. It is so in dealing out stationery. One could get a lot of stationery and box it up and send it away. There are all these leakages because there is no check. It is just as easy for the proper officers to keep a check of these things as it is to let them run loose.

4142. There are four divisions of the Patent Office?—What they call divisions, but they are only rooms.

4143. Who is in the first division?—I do not know what they have in the first room. There are no real divisions.

4144. Does your experience go beyond the Patent Office sufficiently to enable you to speak of the rest of the Agriculture Department?—I have only worked in the Patent Office; but I am intimately acquainted with the inside service generally, and I hear things spoken of and talked about that gentlemen in your position would never hear.

4145. Where did you obtain the qualifications for examining patents?—It is special, technical work, different from that of all the other departments. I handle mechanical cases. There are three of us engaged in the business of examining patents.

4146. We mean the qualifications you had before you came into the department?—It is a talent that is born in a man. I cannot explain it to you without bringing the

work and showing it to you. I had dealt in patents to some extent before I came into the office. I am so much of a natural mechanic that I have gone into a mill and looked at it and have gone and built a duplicate of that mill twenty miles distant.

4147. We want to know if, when you went into the office, you had obtained elsewhere by special study any particular qualifications for that post?—No, sir, I never studied at any place.

4148. Your qualifications resulted from what you had merely gathered by means of a natural talent for mechanics?—Yes, and from my experience in patents, and from what experience I gained in the office.

4149. When you went into the office you practically knew nothing of its business beyond what your natural talent and your little experience in patents gave you?—And I studied up the subject before I went into the office.

4150. How did you get into the department?—I was sent for by the Minister and asked to go in there.

4151. Is there any unnecessary delay in issuing patents which could be remedied?—Yes.

4152. Could you indicate broadly how this could be done?—That would come in the reorganization of the office. The examining staff could be organized, and should be recognized as holding a place of its own.

OTTAWA, 22nd January, 1892.

DEAR SIR,—In reply to your enquiry as to the cost of printing a "Monthly Patent Record" in the form and style of the United States Weekly Patent Record, and also say 25 copies of each simple patent complete with claim, drawing and specification, as they appear, I beg to say that I will be willing to undertake the whole work of printing, including the engravings or photo-lithos, and to do the work in the best style and superior to anything produced in Canada in the past, for the sum of five dollars per patent. To show briefly how this would cost, I might say that supposing there were 3,000 patents in a year the total cost would be \$15,000.

Should further particulars be required I will gladly give any details asked for.

Meantime, I am, Sir, yours, &c.,

(Signed), A. S. WOODBURN.

H. H. BAILEY, Esq.,
Patent Office,
Ottawa.

SATURDAY, 16th January, 1892.

Mr. JOHN LOWE was recalled:—

4153. Since you were here last, information has been given us, and you may find it in the Auditor General's Report, that Mrs. Jackson received certain sums in previous years for indexing copyrights. Have you a statement of what she has received?—Yes. The work has been going on for 61 months, from June, 1885, to July, 1890. The total amount paid was \$1,908, being an average of \$31 per month. The work was counted at the rate of half a dollar an hour, but the certificates and payments were all made by the day, and they were made to average \$1 a day, that \$1 a day representing the services of an extra clerk, supposed to be of a technical and special nature, in connection with this work, the work also having been done outside of the office, in connection with the extra work of Mr. Jackson, for which no payment was made.

4154. Who certified the payments?—I certified the payments.

4155. Who certified the amount of work done?—The payments were not made on the amount of work done, but on a per diem allowance. Mr. Jackson informed me of work done, and I saw it.

4156. The payments were not always made on the regular pay-day, the 15th of each month, but there seems to have been always more than a month's work paid for?—I

have explained that the work was not regular work, but that more was done at particular periods and less at others. The average allowance, by a distinct authorisation of the Minister, was \$1 per day. The work was authorised by the late Minister, Mr. Pope, at that rate, and a written slip was given by me to Mr. Jackson at the time, stating that the Minister authorised the work.

4157. Has this index ever gone to the Customs Department?—Yes, it was originally got up for the Customs Department. It is not simply an index. It is an abstract of titles.

4158. Who did the work, Mr. Jackson or his wife?—His wife did it.

4159. Has she technical qualifications?—Yes, for doing this work.

4160. What we want to know is whether he did it or she did it?—She did it.

4161. Is she a woman of technical qualifications?—She is a woman of education.

4162. Has she a technical education?—For this work, I believe they worked together; that he dictated, and she wrote it out.

4163. If he dictated it, was it his work or hers?—It was of course joint work. He certainly controlled.

4164. Is the technical work the work of the man who dictates, or the work of the amanuensis?—The allowance was made——

4165. We do not ask about the allowance, but who did the work?—The work was done by Mrs. Jackson, for which the \$1 a day was paid, and the dictation of the work was done by Mr. Jackson, for which no allowance was made.

4166. And her work then was the work of an amanuensis, and not technical at all?—She was paid at the rate of an amanuensis. I desire, after further enquiries made since giving my evidence, to amend this answer on a point of detail. The dictations which I understood by Mr. Jackson were for what he calls "control" after the work was done; but the notes were made in the first place by Mrs. Jackson herself, without any assistance from her husband, his "control," in the manner stated, being after the fact. A further copy of the whole index was also made by dictation.

4167. An estimated rate?—An allowed rate.

4168. That is to say, every other month you paid her a month's pay at \$1.00 per diem?—Sometimes it was every other month, according to the intensity of the work done. The average of the whole was \$1.00 per diem, which was the salary of an extra clerk, or an amanuensis.

4169. Was she constantly employed during the time she received that \$1.00 a day? Was there no lost time from sickness or other causes?—The days' work were not consecutive.

4170. She could not be employed during the day at all?—No, the work was all done in the evening.

4171. Mr. Jackson could not do his work in the department and dictate to his wife at the time?—It was all night work, and the books were sent from the office for that purpose. The volume contain 2,548 folios and 6,000 entries, these entries being abstracts or records of titles to all the copyrights issued by the department.

4172. We understand that if a book is copyrighted, the title of this book is put in the index for the benefit of the Customs Department?—The work was originally done for the benefit of the Customs Department, and it was furnished to the Customs Department for about two years, on the request of that department; but the department found that they could make no use of this information, on account of its voluminousness, it being much more convenient to apply to us in each particular case. The work was originally done at their request, and we afterwards continued it for the use of the department; and to give the Customs Department the desired information.

4173. For three years more?—For the time I have stated.

4174. Is the work still going on?—No, it is not.

4175. It has been dropped since July, 1890?—Yes.

4176. No index has been made since that date?—No abstract index has been made.

4177. In what respect is an abstract index different from any other index?—This is an index which shows at a glance the whole record. It contains an abstract or *precis* of records.

4178. Mr. Jackson has charge also of trade marks?—Yes.

4179. We presume there is an index of trade marks also?—Yes.

4180. Prepared by him or under his direction?—Yes.

4181. No extra charge has been made for that?—No.

4182. That is the property of the department?—Yes. The other is the property of the department too.

4183. Which is the larger register, that of the trade marks or that of the copyrights?—I am not quite sure. The number of copyrights in 1890 was 688, and the number of trade marks 293. In addition to the copyrights, we granted 222 formal certificates, for which a fee was charged.

4184. Would it be more difficult to index a trade mark intelligibly than a copyright of a book?—You could not index all the particulars of a trade mark. A mere abstract of it, like that of the copyrights, would not be useful.

4185. What more could there be in an index of copyrights than the title of each book and the name of the author?—That title would be in three languages, English, French and German, and some times Latin.

4186. Take a book which is copyrighted in Canada—"Robert Elsmere," for instance—how would that be indexed?—The particulars of the registration would be put in this abstract.

4187. There is nothing inserted in regard to the book beyond merely the title page?—No.

4188. Is this index anything more than a catalogue in a library would be?—It is of that nature, with some more particulars.

4189. Is there a double catalogue, one by authors, and one by subjects?—Yes, it has both subjects and names.

4190. Is it divided into subject matters—fiction, history, biography, and so on?—Oh no, not in groups. The reference is simply alphabetical.

4191. Mr. Jackson published a volume on trade marks, and was offering it for sale?—Yes, a number of years ago.

4192. On his own responsibility?—Yes. That was about twenty years ago, before my time.

4193. It has not been continued in your time?—No, it was not repeated. The department was in no way responsible for that. There was only one edition printed. At the time Mr. Jackson had the full authorization of the then Minister and deputy for that work.

4194. Was this index or catalogue printed?—The copyright index has not been printed. It is bound in volumes.

4195. Has it ever been the case to your knowledge that a permanent clerk has divided extra work with an extra clerk in your department?—No, Sir, in no case.

4196. In your office, you are assisted by four extra clerks?—Yes. One of them is the special assistant of the Minister; but he has a seat in my office—Mr. Payne.

4197. What does he do?—He does special work and prepares statements and papers of various kinds for the Minister.

4198. It appeared to the Commission that you had a very large staff for your work. Tell us in what respect the work calls for this large staff?—The department is divided into branches.

4199. You administer the statutes in relation to immigration?—Yes.

4200. And criminal statistics?—Yes.

4201. The clerk in charge of that communicates with magistrates and others, gets the returns from them, and compiles them?—Yes.

4202. What is the work in regard to immigration?—It is diverse. There is correspondence with the agents.

4203. How many agents have you?—We have agents all over the Dominion, from the Atlantic to the Pacific, 19 in number. Then there are special agencies, institutions and persons bringing out immigrants. There is also correspondence with the High Commissioner's office and individual applicants for information in different languages.

4204. What is the vote for immigration now?—It is \$197,025, including the special vote of \$150,000.

4205. What was the vote eight years ago?—Eight or ten years ago the vote was \$500,000. That was very largely paid in assisted passages, and also for special agencies in England and on the Continent.

4206. What proportion of the vote is administered directly from your office, of which the payments are checked in your office?—We check the payments of the whole of it, including the payments in the High Commissioner's office.

4207. You did the same with the \$500,000?—Yes. We had to deal, however, with large sums in specific groups.

4208. And not with as many small sums?—Perhaps as many small sums too; but there was not the proportionate increase of work.

4209. When you had the vote of \$500,000 for that service, you had assistance enough in the office to do the work?—Yes.

4210. Have you reduced the staff in respect to that service at all?—I do not think the staff in special relation to immigration has been at all increased.

4211. We asked if it has been reduced?—No, but the same staff does the general correspondence of the department.

4212. You had general correspondence then?—Yes, but it has very largely augmented since.

4213. What new work have you had since then beyond the farms?—The farms do not entail much work directly on the department. We have the cattle quarantines and cattle transit.

4214. You had that eight years ago?—But it has become much more active, entailing much more work and correspondence.

4215. Besides the cattle quarantine you had the general quarantine?—Yes; and exhibitions which give a good deal of work and have caused increase of staff.

4216. That has not changed much?—The correspondence is greater now than it was. That work is always increasing.

4217. You have also the Animal Contagious Diseases Act to administer?—Yes.

4218. You had that eight or ten years ago?—Yes, but it was very much less important than it is now. It was simply confined to one quarantine of animals at Quebec. A great cattle trade has grown up within the last few years. More cattle quarantines have been established; and this, in connection with the very large augmentation of the cattle industry, the ranching in the North-West, and the bringing in of settlers' cattle, has greatly increased the work.

4219. When you once got the statute and your regulations relating to quarantine and contagious diseases of animals the work of administering the law and regulations is done largely on the spot, is it not?—Much of it is done on the spot, but under directions from the department.

4220. Every case is not referred to the department?—Every new point that comes up is referred.

4221. But in regard to the ordinary administration reference is not made to Ottawa?—Not in regard to the routine care of animals in quarantine.

4222. Or as to whether they should be put into quarantine. The officers have the law and regulations before them, and it would be only in an exceptional case that they would have to refer to headquarters?—That question is answered by the fact, and the fact is that there is correspondence with the department all the time.

4223. The new work which your department has taken on in the past ten years is the farms, which have not added much to your departmental work, you say?—The inauguration of the farms led to a great deal of departmental work, but the farms now carry on their own correspondence. But there comes correspondence from all parts of the country in relation to the farms.

4224. How many farms are there—only four or five all told?—There are five farms all told, but many parts of the country also desire farms, and questions in relation to the farms come from all parts of the country.

4225. But the management of the farms which you have, we understand, is done largely by the director?—Yes.

4226. His office is at the Experimental Farm here, and not at the department?—Yes, but he has an office in the department.

4227. Is it correct that there is only one clerk in the department and only one room for the giving of informations about the farms?—There is not either a clerk or a room for that purpose, but the director of the farm has a room.

4228. You have no branch in the department relating to the farms?—No.

4229. You have enlarged your statistical branch by the appointment of Mr. Johnson and the organisation of his staff—you have taken on some new work there?—We have taken on some new work, and the previous work has also been carried on slightly different lines, which has led to an augmentation.

4230. Is there any other statute which you administer where you touch the public?—We touch the public in immigration, contagious diseases of animals, the ordinary quarantine, census and statistics, and patents, copyrights and trade marks.

(The index of copyrights was here placed before the Commission).

4231. This appears to be an index, alphabetically arranged according to the title of the work, giving the name of the author, the name of the proprietor of the copyright, and the date of registration. There are four books representing five years' work?—Yes. On the average I am told, there was about four hours' work a day.

4232. Had you the same number of Acts to administer in 1882 that you have now?—I think all the Acts were in existence, but the fact of the Acts having been in existence has no relation to the amount of work in 1882 as compared with 1892.

4233. Excluding the census you had in 1881-82 46 permanent and temporary clerks, and in 1890-91 the permanent and temporary clerks number 94, more than double. Is there any other department of the service in which the staff has doubled in that time, except the Post Office Department?—To see the exact value of that doubling, the statement should have relation to the branches, including the Patent Office; and the cost of the service of the department is not so large as the numerical increase, nor so large as the augmentation of the department's revenue.

4234. When there is a rush of work in one branch of your department, do you take officers from the other branches?—We do very often.

4235. As a rule, when the Commissioner of Patents says he wants another clerk, do you see whether a man can be spared, say from the Correspondence Branch?—We have given the Commissioner of Patents clerks from the other branches of the department, and we have borrowed clerks from the Patent Office for other branches when we have required them.

4236. Do you propose to keep up this index of copyrights or to drop it?—It is continued up to July, 1890. The Minister did not think it advisable to continue to pay in that form.

4237. Do you intend to keep the work up?—I think the work will have to be kept up.

4238. Who keeps this register of copyrights?—It is kept under Mr. Jackson's direction, but it may be written in by various persons. There are two other persons in that office, Mr. Copping, a third class clerk, and Miss Leyden, who is an engrossing clerk. I think that office is weak; and that an officer capable of replacing Mr. Jackson is required.

4239. Taking the month of February, 1890, it appears that on the 5th there was one entry of copyrights, on the 6th, which may have been Sunday, there is no entry, on the 8th or 9th no entry, on the 10th one entry, on the 12th one entry, on the 13th none, on the 14th three, on the 15th one, on the 16th none, on the 17th three, no more until the 24th, and on the 24th there are four, and that ends the month?—But that is not the only book, and not the only work.

4240. Is this a day-by-day record, or are the entries allowed to accumulate for a week?—It is a day-by-day record in that book.

4241. As the applications come in they are entered at once?—Yes. There are certificates of copyrights as well.

4242. Do you think any of the divisions of your department are over-manned? Could you do with fewer men?—I think not at present.

4243. You could not dispense with any of your temporary men?—I think not at present. I do not speak of the Patent Branch, about which Mr. Pope can give you the information.

4244. We find a first class clerk at \$1,800 in the Patent Branch whose sole work is to register 250 caveats in the year. Do you know that to be the fact?—I know a first class clerk to be register of caveats.

4245. Did you know that there were only 250 caveats in the year?—I did not know the number, nor can I answer as to the duties of that officer.

4246. Did it ever occur to you whether it is a fair day's work for one man to register less than one caveat a day?—I cannot, at present, give you an answer to this question. Mr. Pope has, by law, official responsibility in this matter.

DEPARTMENT OF AGRICULTURE,

OTTAWA, 21st January, 1892.

SIR,—I have been shown by Mr. H. H. Bailey, one of the patent examiners in this department, a memorandum which he has forwarded to the Commission on the subject of the service of this department.

I do not desire to make any remarks on the several suggestions and statements of Mr. Bailey, but only, if the personal remarks which Mr. Bailey makes in relation to me, as deputy of the department, be admitted by the Commission, that I shall be allowed to say:—

1st. That Mr. Bailey has not been in a position at all to learn the working of the department, except as regards the duties of his own division.

2nd. That I have never taken any part in the administration of the Patent Office, nor ever made any remarks on any projects of proposed alterations in the Patent Branch, either for or against.

3rd. That Mr. Pope is the Deputy Commissioner of Patents, and by the definitions of law he has the duties of a deputy head in relation to the Patent Branch. He reports directly to the Minister and not to me, as the Act appointing him prescribes.

4th. And specially that Mr. Bailey knows nothing whatever of my administration, My only touch with him has had relation to cranky and defiant letters which he has written to the Minister and to me on the point of some, at the time, impossibilities in respect to his own salary.

I have the honour to be, Sir,

Your obedient servant,

(Signed) J. LOWE,

Deputy Minister of Agriculture.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Ottawa.

Mr. RICHARD POPE, Deputy Commissioner of Patents, was called and examined:—

4247. One of your clerks who asked leave to state his views, has expressed the opinion that the organisation of your branch is not well made, and has stated that there are men receiving high salaries who are doing inferior work, and *vice versa*; and we would like to ask you if you would be good enough to tell us what the different men in your branch are doing, and also what you think would be the best theoretical organisa-

tion of your branch if it had to be gone over again. It was hinted that there would be no difficulty at all in doubling the revenue of the patent office?—That would involve a variety of considerations, including a change in the Patent Act.

4248. Suppose you had a clean sheet and were about to start the Patent Office?—Of course we could not alter anything provided for by law though we could make a recommendation; but I do not see how the organisation of the office could be different from what it is. The object of the charges in connection with patents is merely to pay the expenses of the office. They are in no sense taxation, and that is what inventors contend. The organisation of the office, and the collection of revenue are separate questions, and ought to be treated separately.

4249. Your office is divided into divisions such as cashier, correspondence, records, patent examiners, caveats, assignments, and publication of patent records. Is it necessary to have so many divisions?—Yes, I think so decidedly. Each class of work is separate and distinct in itself.

4250. In the correspondence branch Mr. Dionne is a first class clerk?—Yes. He is in charge of that.

4251. Of what?—Of all the correspondence that comes into the office. First, the cashier receives every letter that is addressed to the Commissioner of Patents. By law all correspondence with regard to patents is required to be addressed to the Commissioner of Patents, who is for the time being the Deputy of the Minister of Agriculture for the purposes of this branch. Every letter so addressed is first sent to the cashier's office and he opens it. Some of these letters contain money together with applications for patents. He takes charge of the money, enters it in his books, makes a memorandum of the letter, of the person who sends it, and sends that into the correspondence branch. There it is entered in a register and endorsed, and then it is sent on to the comparing room, where the papers are compared. These papers consist of an application for a patent with a petition, an oath, specifications, and a power of attorney, if there is such; and it is the duty of the officers in the comparing room to see that they correspond with the requirements of the law and the rules of the office. That is to say, the petition must be sworn to before a justice of the peace if it is from any part of Canada, and if it comes from outside of Canada, before the proper officer; and the specification must be properly drawn and signed by two witnesses. After having been compared, the papers are returned to the correspondence branch and if they are incorrect the irregularities are pointed out. The Correspondence Branch then addresses a letter to the applicant informing him of the irregularities that have been discovered, and asks him to amend the papers. When that is done and the papers are returned to the office, they go through the same routine back, received by the cashier, sent by him to the correspondence branch, and again referred to the comparer to see if the applicant has complied with the law. If he has, the papers are returned to the correspondence branch and from there are sent on to the examiner's branch, where an examination is made to see whether the invention is such as to be entitled to a patent. If the invention is defective, either from want of novelty or because it has been anticipated by a previous patent, or from whatever cause, the examiners send the papers back to the correspondence branch, which again returns them to the applicant informing him that for such reasons contained in the examiner's report the patent cannot be granted.

4252. Is there correspondence between the different heads of these divisions, or is the work done by endorsements?—All merely by endorsements.

4253. If the patent is refused, we suppose the papers are returned to the correspondence room merely that the man may be informed that the patent cannot be granted?—Yes.

4254. If it is granted?—Then we notify the man that it is granted and that it will be forwarded to him as soon as it can be engrossed.

4255. You never receive an application without the fee?—No; never.

4256. If it is granted, it goes to the record division?—Yes; and remains there, and the record division draws up the patent.

4257. What object is there in having, in addition to that, an assignment division and caveat division? Why cannot the caveat be registered in an ordinary register?—Because it would be public property. A caveat has to be kept secret, and the only officer who should see the caveat register is the man in charge.

4258. The assignment might come in through the correspondence branch and then go to the examiners to see if it is regular in form, and after that go to the record office at once?—The assignment does not take place in every case at the same time that the application is made. An inventor, when he sends in his application, often sends in his assignment along with it; but we cannot receive any assignment until the patent is granted. As soon as the patent is granted we receive the assignment.

4259. Why is it necessary to have a clerk at \$1,100 in charge of assignments?—If he did not do it, another clerk would have to be employed to do the same thing.

4260. Do you charge anything extra for these assignments?—Yes; we charge \$2.

4261. The caveat man is a first class clerk?—Not necessarily. He is now, but his predecessor was a second class clerk.

4262. He was a first class clerk before he went there?—Yes; and has been for years.

4263. What are the fees for patents?—\$60 for 15 years, \$40 for 10 years, \$20 for 5 years.

4264. The revenue from patents last year was \$76,500?—We get on the average about \$7,000 a month.

4265. In the correspondence branch you have Mr. Dionne, with eight clerks to help him. How many letters a day do these nine men have to handle?—In addition to the applications for patents, there is a large correspondence with outside parties who are assignees of patents or who have interests in them. I cannot tell the number of letters, but I will get the information.

4266. It would appear from what you have said that the examiners of patents are men who render very delicate services?—Yes, a very important service.

4267. And a great deal depends on the decision of these men?—A great deal.

4268. How many have you?—Two examiners and an acting.

4269. Are they all English?—No, there is one French and two English.

4270. How long have you been in that office?—Four years.

4271. As far as you can judge, do those men really possess the qualifications for rendering those delicate services?—I think so. It is not easy to get a man capable of doing that kind of work. I think they are as competent as any men we could get, only we have not enough of them to do the work.

4272. Is it to your knowledge that they had those qualifications when they came there?—I do not know. Two of the three were there when I went there. The third has been in the office for several years assisting the examiners, and he is really a mechanical genius. He has a good idea of mechanism of every kind.

4273. We understand that you do not require any certificate of aptitude or any qualification by technical studies?—That has never been exacted.

4275. They simply learn that from being in the office?—No, I believe they were chosen as being men possessing some knowledge of mechanics before they were brought there.

4275. In England examinations are held for assistant examiners in the Patent Office?—Yes.

4276. Do you not think an examination would be a good thing here?—I do most decidedly.