

## CIVIL SERVICE COMMISSION.

Room 8, HOUSE OF COMMONS,  
FRIDAY, 6th August, 1880.

### MINUTES OF EVIDENCE.

Mr. W. H. GRIFFIN, Deputy Postmaster General, examined:

*By the Chairman:*

1. What is your position?—Am Deputy of the Postmaster General.
2. How long have you been in the Service?—I am in my 50th year of Public Service.
3. Have you had special means as Commissioner and Chairman of *Civil Service Board* of knowing the requirements of the Service?—Have my own opinions as to the needs of the Service and know the opinions of others better able than I to judge.
4. Is there any examination for admission or promotion in your Department?—There is no examination in my Department for entrance, and has not been for some years.
5. Has it been the practice to demand evidence of age, health and moral character?—Not departmentally, but I have no doubt Ministers take measures to satisfy themselves on those points.
6. I see that the Act of 1868 provides that all candidates for appointments shall pass an examination. Is that Act habitually carried out?—The Act as to examinations and testimonials fell into desuetude about 1872 or 1873. I do not know why these forms were not observed. Am Chairman of the Civil Service Board. Was not so when the practice ceased.

*By Mr. Brunel:*

7. What is your opinion as to the effect on the Service generally of the prevailing method of making first appointments to it?—The effect of the present system of making appointments is very injurious to the Service in general. In many cases, of course, what I consider good selections are made.

8. Are first appointments now made in a manner likely to admit into the Service persons who may reasonably be expected to become qualified to fill the higher positions in it?—Not in the proportion that would be desirable.

9. Are you acquainted with the system of competitive examination for first admission into the Civil Service of the United Kingdom, and for promotion therein?—Yes; I am, and have taken interest in the subject.

10. Will you be good enough to state your opinion as to the expediency of establishing competitive examinations for first admission into the Civil Service of Canada, that shall be imperative alike on the Executive and the candidates for employment?—I think such a system would be very advantageous if proper means of carrying it out could be adopted.

11. If such examinations were established, what qualifications do you think in respect to candidates for admission to such examinations should possess, that is as to age, moral character, health and rudimentary education?—Candidates for such examinations should be able to establish their fitness as to morals, health, age, intelligence and education, the minimum age 18, maximum age 25. I think the rules of the old Civil Service Board were sufficient for this purpose.

12. What proof of the possession of these qualifications would you require the candidates to produce?—I think a clergyman's certificate, the certificate of two respectable persons and a medical certificate, such as were formerly required as a

preliminary to the personal examination when the candidate came before the examiners.

13. In competitive examinations for first admission to the Civil Service generally, what subjects for examination would you suggest for testing the candidates for the Service?—I think that the first examination should be competitive in the subjects above mentioned. I do not, however, think that the best man in the competitive examination is necessarily the best official.

14. Of two individuals, one has a fair common school education and a faculty for rapidly acquiring and assimilating knowledge, the other has a high class education, the result of special educational advantages—as regards age, health and moral character they are equal—which do you think would be most likely to become a valuable civil servant?—I think the man first mentioned would make the best official.

15. Do you think it possible to arrive at any useful conclusion as to the capacity of a candidate for assimilating knowledge by an examination that would show the educational opportunities he has enjoyed and the extent to which he has benefitted by them?—Yes; if it were possible to get at that knowledge, but competitive examinations could not be made to bring out these facts.

16. Taking into consideration all the circumstances affecting the public interest and the efficiency of the Service, which do you think will be likely to be in the long run the most profitable public servant: an intelligent young man with a good rudimentary education, and from 18 to 25 years of age, or an elderly man, say 40 years of age, possessed of a classical education, but not having any special training for the work he is appointed to perform?—I think the younger man would be the most useful.

*By Mr. Mingaye:*

17. Of two men, aged 25, one having received a good common school education, and the other a good classical education, which, in your opinion would make the best officer for a department?—I think, other things being equal, the man with the superior education is preferable.

*By Dr. Taché:*

18. Do you think that, between four young men submitted to competitive examination, the most able to win the nomination is necessarily the best man to select?—I do not think so, but I think that is the only rational way of making a selection.

19. What do you think of a probationary stage, as a means of not having recourse to examinations; that is, practically testing the fitness of the candidate, with the help of time, against examinations?—I think probation is a good adjunct to an examination. I think a probationary period is always necessary.

20. Would you apply the same rules for the admission to an ordinary clerkship, and for the admission to the higher grades of the Service from which general direction and control are to come?—No; an educational test should not be deemed necessary in that case.

*By the Chairman:*

21. Is it your opinion that the competitive examination is the best system known, for securing the best men for the Public Service?—Yes; that is my opinion.

*By Mr. Mingaye:*

22. Is it your opinion that officers on entering the Service should, in all cases, be first placed in the lowest class?—As a general rule, I think so.

*By Mr. Tilton:*

23. Do you not think all candidates for admission to the Civil Service should pass an examination before being eligible to receive an appointment?—Yes; I think so—that is in the case of junior appointments.

*By the Chairman:*

24. Have any appointments been made of persons over 25 years of age in your department?—Yes; but very rarely.

25. Has there been in your Department any appointment made at an unsuitable age, the officer being either too young or too old?—Not to my recollection.

26. The same question as to the Outside Service?—I do not recall any.

27. Have any persons been examined for special qualifications in your Department?—None.

28. How are the appointments made in your Department in the Inside Service?—All made by the Minister; that is, by the Governor in Council through the Minister. The same in both Services.

29. Are you consulted as to the appointments?—I frequently am; but there is no settled rule upon this point. Am not ordinarily consulted upon junior appointments.

30. Is there any probation exacted from the clerks in your Department?—Not as a settled rule.

31. Have you ever known any case in which such probationary clerks were refused permanent engagement for unfitness from any cause?—Yes; I think there have been cases, but very few.

32. What is your opinion as to the value of exacting probation from clerks?—It is a very desirable thing that there should be a term of probation.

*By Mr. Brunel:*

33. What is your opinion of the value of pass examinations, as compared with competitive examinations for first admission to the Service?—They are different systems. The pass system slightly modifies the present system of appointment; but the competitive system changes it altogether. The latter is the most useful.

*By the Chairman:*

34. Have you a larger number of officers in the Inside Service than are required to carry on the work of the Department?—Not as the Service is at present constituted.

35. Have you a larger number in the Outside Service?—The same answer applies.

36. Are there in your Department any cases in which changes in departmental work have left some officers with too little and others with too much work?—I know of nothing of that kind in my Department; I have no idle or over-worked officers.

37. Have you any officers in the Inside Service who are unfit for service from ill health or any other cause. Have you any such in the Outside Service?—There are several in a doubtful state of health; but none are retained against the interests of the Service. The same answer applies to the Outside Service.

38. Are there any officers in either branch that you would recommend to be placed on the superannuation list, or whose services might, with benefit to the Service, be dispensed with?—There may be a case or two.

39. Do you find that the officers of your Department are up to the proper standard of intelligence and efficiency for carrying out such work as they are respectively required to do?—They are a good body of men, as a body; but they do not contain many persons of superior ability.

40. Are you satisfied with your Department as regards character, industry, fitness for work, and capability for promotion?—It is as good as could be produced under the present system.

*By Mr. Brunel:*

41. Would it be possible, by any re-arrangement of your Department, or of the business therein, to carry on the public business in a satisfactory manner with a reduced staff?—Not to any appreciable extent; and the business is daily increasing in volume.

42. Are the salaries paid to the employés in your Department fairly proportioned to the duties performed by the clerks or others to whom they are paid?—The salaries are not regulated by Statute according to the duties; but practically the more onerous duties fall to the more highly paid officers. There is, however, a special apportionment of duties and salaries in the case of clerks of the first class; and I think it might with advantage be extended a class lower.

43. What in your opinion is the effect on the Service generally of the provisions of the Civil Service Act in relation to the annual increment of salaries?—I think

the effect is good if it were regularly and punctually carried out through a series of years.

44. Do you think the increments should be granted without reference to the manner in which the clerk performs his duties?—Yes; the increments should go on; if the clerk is not worthy of his annual increment within the class in which he is serving, he should be dismissed. The increment can also be occasionally used as a means of discipline.

45. Would you require that the clerk's immediate superior and the permanent head of the Department should certify that the increment should be granted as a condition precedent to adding it to the clerk's salary?—Yes.

*By Mr. Mingaye :*

46. In the Outside Service, I believe clerks in the large post offices, and in the Inspectors' offices, have their salaries regularly increased at stated periods. Will you give an explanation of how this is done, or is there any rule for this particular Outside Service regulating such increase?—Yes; they are upon a separate scale, with an annual increment as in the Inside Service. The annual increment is lower in the Outside Service; but the principle is the same.

47. I believe this is the only Outside Service that gets such increase. Can you explain why this has been given when other outside officers do not get it?—I have no knowledge of the other Departments. In mine it has been the practice for more than a quarter of a century.

48. What is the practice as to promotion and increase of salary?—Twice a year the names of the men who have claims for promotion are submitted to the Governor in Council.

*By Mr. Tilton :*

49. Are promotions in your Department always made in view of the efficiency of the persons promoted?—They are presumed to be so.

*By Mr. Mingaye :*

50. Are there any positions in the Inside or Outside Service of the Post Office which you think could be more efficiently filled by the selection of an outsider than by the promotion of an officer already in the Post Office Service?—That occasionally happens to be the case.

*By Mr. Brunel :*

51. When that happens to be the case, what course is taken in order to secure the most efficient officer?—That depends altogether on the Minister, who deals exclusively with such cases.

52. Are promotions only made of clerks, who, by reason of seniority, have arrived at the head of the class next below that to which the promotion is to be made or are the most efficient men in that class selected?—To a 1st class clerkship, yes; to a 2nd class clerkship, that is not so. The principle is different in the two classes. Promotion to the higher classes depends, as a rule, on merit and special qualification, but length of service is the usual means of promotion in the lower classes.

53. Are clerks below the 2nd class promoted as a matter of course when they have arrived at the head of their class—that is as regards salary—or are merit and the nature of their duties taken into consideration?—Not the nature of the duties, but merit or demerit usually enters into the question.

54. Is the importance of the duties assigned to clerks in your Department proportioned to the class of the clerk to which they are assigned, or are low class clerks sometimes required to perform high class work?—Low class clerks are not as a rule required to perform high class duties; but there may be exceptions.

*By Mr. Mingaye :*

55. Are there any cases in the Inside Service of your Department in which persons are taken outside any of the Services, and placed in superior positions over the heads of clerks in offices who have been for years in the Service, and therefore entitled to promotion?—Occasionally the necessities of the Service will lead to this result.

*By Mr. Brunel :*

56. Do I understand you to say that promotion from class to class, below the first class depends rather upon the absence of disqualification than upon the possession of comparative merit?—Yes.

57. What, in your opinion, would be the value of competitive examinations for promotions in your Department?—I have not thought much of that. I would be content to get the benefit of it at entrance.

58. Would it be possible to prepare examination papers that would fairly test the comparative fitness of the officer eligible for such promotion for the particular service for which he is required?—It would be useful for promotion to the higher classes, but would not be applicable to the lower classes. It would be useful in the case of promotions to classes requiring qualifications of a special character.

59. Would you confine competitions for such promotions to the officers or clerks in the class or division immediately below that to which the promotion is to be made, or would you open it to all the clerks in the Department below that class?—I think it would be well to open the competition wide enough to secure a fit person for the required duties.

60. Do you think it desirable that such clerks in the lower grades should be nominated by the Deputy Head of the Department for admission to such competitions, as in his opinion would be most likely to fill the vacant place with the greatest advantage to the public?—Yes.

*By Mr. Mingay :*

61. Provided a judicious course of competitive examination for all classes before entering the Service were adopted, and the filling up of vacancies were placed solely in the hands of the Deputy Head of the Department where such vacancy existed, are you of opinion that the Civil Service, both inside and outside, would be benefitted by such a plan over the existing appointments and promotions by political patronage?—No; I think the selection must be made by the Minister, who is responsible for it. The Deputy Head would be no less open to influence than a Minister.

*By Mr. Tilton :*

62. Are you of the opinion that the annual increment now granted to the Inside Service, is more desirable in the interest of the Public Service, than to shorten the term of service now existing in the different classes, with a view to the promotion of efficient and deserving employes, on reaching the maximum of their class?—I think it is better to give the increment as usual.

*By Mr. Mingay :*

63. In appointments or promotions in your Department, both inside and outside, have you in any case or cases found that political influence had been the cause of injustice to the other officers?—Political influence does not naturally take cognizance of merit, and therefore the tendency of the system is in that direction.

*By Mr. Brunel :*

64. Be good enough to state your opinion as to the expediency of throwing open the competition for any vacancy in the higher grades in your Department where special duties are required, to all the members of the Civil Service ranking below the vacant position?—I think there would be objections. It would not be expedient.

65. In the event of a vacancy occurring in one of the higher positions in your Department which required qualifications superior to or of a different character to any available in the Service, do you think competitive examinations would be useful in the selection of a suitable person to fill it?—Other qualifications for such a position being equal amongst candidates, the result of a competitive examination as to educational qualifications would be useful.

66. How would you propose to ascertain whether the candidate possesses the other qualifications to which you refer?—It must be by the exercise of personal judgment lodged somewhere, which might perhaps be most usefully lodged in the Deputy Head of the Department.

67. Have any of what may be called the *prize* appointments in your Department been given to outsiders or to men who were comparatively new in the Public Service?—Yes.

68. Was that because there was no one in the Service fit to fill the place or places?—In some cases, yes; in some cases, no.

69. When such appointments were made, how was the fitness of the appointee tested, or was it tested at all?—Such appointments were made by the Governor in Council; I know nothing more.

70. How do such appointments affect the efficiency of the Service?—To preserve efficiency, great care should be taken in making such appointments. On those in the Service the effect of making such appointments cannot be good.

71. In cases when there are fit men in the Service to fill the higher vacant places, and outsiders are appointed to those places, what is the effect on those who might reasonably have expected promotion?—The exigencies of the Public Service require a large discretionary power in the Government in filling such appointments; but it is certainly unfortunate when the officers in the Service who may have reason to think themselves qualified, believe that they have been unnecessarily passed over in favor of an outsider. Such officers are discouraged in the performance of their duties in being passed over, and their efficiency is impaired.

72. When you say the exigencies of the Public Service, do you mean *political* exigencies or the exigencies necessarily considered in the promotion of efficiency?—There must always be circumstances in the making of such appointments that come solely within the purview of the Government, unless the Government were relieved of such responsibility by statute. If a statute was passed fixing a system for the regulation of appointments to the class of offices in question, the exigencies referred to would to a large extent disappear.

73. How are Post Office Inspectors selected? Are they generally men who have previously acquired experience in the other branches of the Post Office Service?—Yes, as a general rule; but there have been exceptions of late years.

74. Do you think it would be an improvement on the present system if this class of officers were subjected to competitive examination? No; I do not think it would.

75. By what other means would you select them if all political considerations and influences were done away with?—I have not made up my mind as to how the best selection could be made.

76. What qualifications do you consider essential for a Post Office Inspector?—The qualifications are very varied; a Post Office Inspector should be a man of more than ordinary intelligence, sound discretion and judgment, capable of wielding strong moral force in dealing with criminals and offenders, should have a general knowledge of the country and of the business habits of the people, and superadded, he must have a knowledge of post office laws and business generally. These last he may, of course, acquire.

77. In the list of qualifications you have mentioned, are there any that could be tested by any system of examination?—No system of examination would afford satisfactory results.

*By the Chairman:*

78. Would you be prepared, on consideration, to furnish the Commission with suggestions for a new theoretical organization for the working of your department, including the following points:—

1. The number of each class of officers required for the work;
2. The promotion of officers from class to class;
3. The principal by which salaries should be graded and increased;
4. The present system of superannuation, and what changes and improvements you would recommend therein?—I am satisfied with the present system in all these respects if it could be carried out solely with regard to the interests and efficiency of the Public Service. The only substantial remedy for such evils as have crept into the Civil Service would be the system of competitive examination for appointments.

The Commission adjourned at 6 p.m.

TUESDAY, 17th August, 1880.

The Commission met at 2 p. m.

Mr. GRIFFIN'S examination continued.

*By the Chairman :*

79. Mr. Griffin, I read in your evidence given in 1877 as follows:—

"The pinch of the Service is that the recruits we get are not of a class likely to furnish fitting material for the higher branches of the Service, after any amount of training. Consequently, these branches have to be sometimes filled from outside. The problem is to make the Service attractive to a class of men who would furnish such material. It is a great misfortune to have to go outside the Service for men to fill these positions. I think the obtaining of such material as we get is an inherent fault of the present system of appointments, combined with the absence of inducements such as to lead young men of ability to enter the professions. A man entering the Service cannot count upon obtaining such prizes as do exist by meritorious conduct in the banks. A system of promotion by merit, apart from political considerations, would go far to remedy this. At present, when we do get good men, we often find that they leave the Service because their prospects are better in general business. The men now filling the chief offices in my Department have been, for the most part, promoted within the Department. As the Department grows larger, the proportion of men in it qualifying for the higher positions has tended rather to diminish than to increase."

Do you still adhere to that opinion?—No doubt that is still the case.

80. Do you believe that under the present system the State is likely to command the services of men of as good material as that commanded by banking, commerce or the professions?—No; I do not. The chances of advancement are not equally attractive.

81. What changes do you consider necessary in the present system in order to secure the services of men of the best class?—My opinion is that the chances of arriving at a result that would be satisfactory for men of talent are very meagre. If the prizes of the Service were assured to men in the Service there might be an improvement, but at present that is not so.

82. Do you not consider that the State under an improved system should command the services of the best men the country can furnish?—It should, but it would not, in my opinion. There are not prizes in the Service sufficiently attractive.

*By Mr. Barbeau :*

83. Is it not a fact that salary has something to do with this?—Yes, of course; if you refer to ultimate salary.

*By Dr. Taché :*

84. As a matter of fact, so far as you know, are the services commanded by the State superior, equal or inferior, to the services at the command of banking and other commercial institutions?—As I have said before, I think the services commanded by the State are somewhat inferior.

*By Mr. Barbeau :*

85. Do you not think that competitive examination and a term of probationary service, strictly carried out, would conduce greatly to efficiency?—Yes; materially.

*By the Chairman :*

86. Do you not think that if promotion was made to depend on merit, and the higher offices of the Service made open to those already employed in it, to the exclusion of any outside the Service, the State would then command the services of a better class of men?—No doubt such changes would offer additional inducements to such persons to enter and remain in the Service.

*By Mr. Mingaye :*

87. On examination before the Civil Service Inquiry of 1877 you stated that the Service cannot get nearly the same class of young men that enter the banks—as they would rather enter a bank at \$200 a year than the Service at \$400 at year—this preference arising from the nature of the work and the chances of promotion. Now, if

in your branch of the Service such an answer applies, are you of opinion that other Outside Services, without stated increases of salary and promotion as given to your branch, must find it more difficult to obtain a good class of young men?—I have no intimate knowledge of the Outside Service of other Departments; I could not give any definite answer to that question. It would, of course, in my opinion, be advantageous if a system of increases of salary prevailed in all the Departments.

*By Mr. Brunel:*

88. Am I right in inferring from your answer to a previous question (No. 82), that you have personal knowledge of the qualities of the clerks and other servants which banks and private firms are able to secure, as well as of the scale of remuneration they receive and their chances of promotion?—Only from such opportunities as I have had of making enquiries, and I have been surprised at the result of my enquiries.

89. Did I also understand you to say that the Civil Service is not as attractive as the services above mentioned?—That is my opinion.

90. Employés in the Civil Service hold office as a rule during good behavior, do they not?—Yes; that is so.

91. If as may be assumed they are quite sure of their pay, and not affected by hard times, lose no time by reason of ill-health, and have a sufficient provision for old age under the Superannuation Act, are not these considerations which make the Civil Service more attractive than the services of banks and private firms?—I do not think they do. Young men of energy would rather take their chances in the business world.

92. In your long experience have you found any reasons for believing that the Civil Service has been looked upon as a refuge for people, who by reason of their indolence or lack of intelligence, could not succeed in other employment?—To a considerable extent that is the case.

93. Would competitive examinations have a tendency to repress solicitations for the appointment of persons of inferior intelligence?—Yes; that is one of the chief virtues of the system.

94. Is self-respect when engendered by a well founded consciousness of being able to perform his duties in a proper manner, a desirable quality in a civil servant?—Certainly.

95. Do you think that a person who had obtained his first appointment without regard to his fitness, and solely as a reward for service at elections, would have as much self-respect as one appointed for qualifications established in open competition?—No; certainly not.

*By the Chairman:*

96. You stated in answer to a former question that you had no idle or overworked officers in your Department. Do you not consider that if a system of competitive examinations for entrance into the Service and promotion by merit prevailed, that their number could be considerably reduced and the efficiency of the Service improved at the same time?—Yes.

*By Mr. Brunel:*

97. You have told us that the advantages offered by the Civil Service are not sufficiently attractive to young men of energy who would, you think, rather take their chance in the business world. Is not that due mainly to the uncertainty as to whether the abilities of men without extraneous influence will be fairly considered in the Civil Service?—I think that has a good deal to do with it.

98. Will you be good enough to state, in some detail, the nature of the duties performed by Post Office Inspectors?—An Inspector has the oversight within his division of all the multifarious duties connected with the Post Office; the situation of the offices; the arrangement of the Mail Service; the conduct and discipline of the officers in the division; of enquiries into all complaints on the part of the public; of investigations of Post Office crimes and offences committed; of the instruction of all persons in the Service in their duties; and, generally, of all duties committed to him by the Department; on all which subjects he has to make reports for the information

of the Department. He has also the immediate supervision of the formation and working of the mail contracts in his division. He must also have a strong physique; and be capable of bearing fatigue in his round of duty.

99. May it therefore be assumed that he should have a thorough and practical knowledge of the Post Office business and practice?—Certainly.

100. Among the qualifications essential in a Post Office Inspector, you have mentioned "more than ordinary intelligence." Will you be good enough to state more specifically what you mean by that phrase?—A man must be more than ordinarily intelligent to perform such duties satisfactorily.

101. Do you not think a person's knowledge of the laws which relate to or govern the duties he proposes to undertake, and his familiarity with the Post Office business which is to be inspected, as well as of many of the duties you have specified, could be tested by examination?—Yes.

102. Would not previous employment in the Service and promotion step by step be a valuable means of educating an officer for employment as Inspector?—It would give him such knowledge as would be very useful to him.

103. Would not such continuous employment in the several grades of the Service afford the permanent head of the Department the best possible means of estimating the extent to which the officer possesses the qualifications which you say cannot be tested by examination?—Yes.

104. Then, if there were several officers each of whom possessed the confidence of the permanent head of the Department as regards exceptional intelligence, force of character, knowledge of the country, &c., would not a competition be useful in deciding which possessed the other qualifications in the highest degree?—Yes; I think it would be very useful.

105. If there were several such eligible men, would not such a competition as I have referred to remove many difficulties in making the selection, and do away with all reasonable grounds for charges of favoritism and undue influence in making it?—I do not think the system of competitive examination applies to a case of that kind.

106. Has it ever happened that you have had at the same time two or more officers in the Department eligible for such appointments?—No; never, I think, without taking them for higher positions.

107. Has not that been mainly due to the inferior nature of the material which the present system admits to the lower grades of the Service?—Yes; that is in my opinion, the case. The conditions of promotion after they enter the Service are not attractive also. Competitive examination would, no doubt, give you a better class of recruits.

*By Mr. Barbeau:*

108. What would, according to your idea, be the best means of arriving at a competitive examination? Do you not think that a permanent and independent board of examiners would be likely to meet the case by its being less liable to political influence, than the Ministers?—I think, yes.

*By the Chairman:*

109. You have stated that the staff in your Department could be reduced if a thorough system of competitive examination and promotion by merit were introduced. Can you give an approximate estimate as to what extent it could be so reduced?—No; I think not; it would be impossible. I think the system would give us better material, and with better men you could get more work done with fewer hands.

The Commission adjourned at 6 p.m.

WEDNESDAY, 18th August, 1880.

The Commission met at 2 p.m.

Mr. GRIFFIN'S examination was continued.

*By Mr. Brunel:*

110. Are Post Offices classified? and if so, will you state what the classification is and on what principle it is made?—There is this extent of classification: there are

13 city Post Offices in which the Postmaster and all persons employed are paid by fixed salaries, such persons being appointed directly by the Government; but at all other Post Offices the Postmasters are appointed by the Government, but are paid by a commission on their collections, and the persons employed by them are paid by themselves.

111. What are the principal duties of a Postmaster in such a Post Office as Toronto or Montreal?—He has the oversight of business, the control of discipline and general supervision of the work of his office and all persons in it.

112. Will you be good enough to explain how Postmasters are selected, especially for the principal offices, and generally for the smaller offices?—That is entirely controlled by the Postmaster General; it is not done departmentally.

113. As a rule, have these appointments been given to persons who have previously been in the Service, or have they more frequently been given as a reward to active politicians?—Generally, of course, they are not given for previous service.

114. Has the possession of some special knowledge of Post Office business heretofore been considered as an indispensable qualification for such appointments?—No; that could not be.

115. Can you state from memory the highest salaries to City Postmasters and the names of their respective Post Offices?—The highest salary paid is to the Postmaster of Montreal, \$4,000; the next, to the Postmaster of Toronto, \$3,000; most of the rest of the City Postmasters receive from \$2,000 to \$2,400.

116. If a system were established under which vacancies in such positions would as a matter of course be filled by officers already in the Service and of proved capacity and merit, would that act on the less liberally paid employes as an incentive to industry and a thorough painstaking performance of their respective duties?—No doubt it would; it would have an effect, no doubt, far beyond the real value of the expectation.

117. Is not the absence of such an incentive to exertion a sufficient explanation why the Service of the State does not, as you have stated in your answer to previous question, attract to it as valuable and efficient a class of servants as are found in the service of banks and private firms?—To a considerable extent, yes.

118. Are first appointments of clerks in the Post Offices generally made in the same manner as first appointments are made to the Inside Service of your Department?—Yes.

119. Is there any regular system of promotion for the clerks employed in the larger Post Offices?—Yes; there is a regular scale as given in the published Report of the Civil Service Commission of 1869.

120. Is this scheme of promotion rigidly adhered to?—Yes; very fairly.

121. Are appointments as Mail Clerks, either in railways or ocean steamships, looked upon as desirable steps of advancements for clerks in the lower grades of the Service?—On steamships, yes; as regards railways, these appointments are not, as a rule, attractive to the clerks in the Inside Service.

122. Are promotions to such places on steamships a part of the system to which you have referred us?—No; they are so infrequent.

*By Mr. White:*

123. In a communication addressed by the Secretary of the General Post Office, London, to the Civil Service Inquiry Commissioners, dated July, 1875, it is stated that as regards Postmasterships to which the Postmaster General appoints, of which class there are about 280, with salaries ranging from £100 to £1,000 a year, the appointments are made by selection from the ranks of the whole Post Office Service; do you think it would tend to increase the efficiency of the Post Office Service in Canada if appointments to Postmasterships of incorporated towns and cities in the Dominion were made upon the same principle?—Yes; and would form a valuable contribution to the attractive inducements already alluded to.

*By Mr. Barbeau:*

124. Are there not cases where officers in your Outside Service Department are kept on and paid regularly, although they have been for a very long time and are

still disabled by disease?—Occasionally they will be in that position while the responsible official is making up his mind what to do in the case.

125. Do you not think this has been carried to such an extent as to have become an abuse?—In each case in which it is carried on a long time it is of course an abuse.

126. Are there any such cases now existing, to your knowledge?—I think there is one at Montreal

*By Mr. Mingay :*

127. Is it not a fact that, if an officer or clerk in your branch of the Service is idle or inefficient—provided he does not grossly misconduct himself—he is certain of his position for life or until superannuation?—No.

*By Mr. Barbeau :*

128. Are there not now officers in the service of your Department who are so deficient in qualifications that they could hardly be expected to act as messengers?—There may be some clerks in some of the large Post Offices very deficient in educational qualifications.

*By Mr. Tilton*

129. What, in your opinion, would be the result to the Service of fixing by statute, for the several Departments, the number of clerks of the different classes that should be borne on the permanent staff of each; providing by the same means for promotions within the Department, and supplementing such staff either permanently or when occasion required it, by employing extra clerks or writers?—If such a system were properly carried out it would, I think, eventually promote economy. As to efficiency I do not think it would promote that necessarily; it would simply divide the staff into two grades, one having a lower rate of payment and duty.

*By Mr. White :*

130. In the English Civil Service there is a distinct class of clerks called the Lower Division, upon whom devolves the performance of the less important duties; do you think it would be practicable to make such a division of duties in the Civil Service of Canada with advantage to the Service?—Quite practicable, I think.

*By the Chairman :*

131. Referring to this schedule of the staff of your Department in the Inside Service, with which the Commission has been furnished, the P. O. Department is divided into branches, viz.: that of the Secretary, Accountant, Money Order and Savings Bank Branch; you have a general supervision over the whole?—Yes; but each branch has its own superintendents assisted by 1st class clerks.

132. Have you any special knowledge as to the details of the working of each branch?—Yes; of course.

133. Have you such knowledge as would enable you to judge of the capabilities and qualification of the clerks in each branch?—Yes; to a considerable extent.

134. This schedule shows that some of the clerks employed in each branch have entered the Service at a pretty advanced age. Does not that fact interfere with the working of the office?—No; I do not think so, for the greater proportion of the men entered young.

135. In your Department, constituted as it is, can you not see your way to any reduction in the staff?—No; not to an appreciable extent; I am, of course, to a considerable extent, dependent on the heads of the various branches for information.

*By Dr. Taché :*

136. Is or is not the Post Office Department efficiently managed and sufficiently well officered as it now stands?—The officers superintending the various branches are exceedingly able and efficient men. The clerks, as a rule, are a good body of men. The duties of the clerks are done to the best of their ability. The work of the Department is, I think, fairly well done.

*By Mr. White :*

137. As regards first class clerkships, do you think it important that specific duties should be assigned to each clerkship?—I think it is of essential importance.

138. Would you extend this principle to the class next in seniority, or do you think it should be confined to the first class?—I think it would be advantageous to extend it to the next class, the senior second.

*By Mr. Brunel:*

139. Is the organization of your Department in conformity with the principles established by the Civil Service Act of 1868, and the Order in Council made subsequent to the report of the Civil Service Commission in 1869-70?—Yes; I am not aware of any material divergence.

140. Then any defect in the organization is primarily due to defects in the law?—Yes; that would be the assumption.

141. Do you wish to make any changes in the Civil Service Act with reference to the organization of the Service, so far as it effects your Department?—No other than that of extending the special arrangement of duties with the accompanying limitation of numbers of clerks in the class, to the clerks of the senior second class.

142. Will you be good enough to furnish the Commission with a memorandum (at your convenience) embodying the statements you have just now made in conversation with the Chairman, in relation to the kind of material you have to deal with, and the probability of your requiring additional assistance from outside in consequence of your inability in all cases to find such men in the Department as you require?—Yes.

*By Mr. Mingaye:*

143. Are you perfectly satisfied with the organization of your Department in all its branches, and if not, what do you wish to be altered?—I desire no other change than that I have indicated in regard to extending the principle of 1st class clerkships to the senior 2nd class. This has no relation to the personal efficiency of employes.

*By the Chairman:*

144. What is your opinion as to the employment of extra clerks in your Department?—Exigencies will arise making the employment of such necessary.

145. Is there any class of work that could be done with advantage by men of lower grade than the present permanent clerks?—Yes; I think so.

146. Is there any class of work that could be done by piece-work?—No; I think not.

147. What is your opinion as to the employment of women as copyists or clerks?—They can work usefully, but it is difficult to make any arrangements for utilizing their work with convenience.

*By Mr. Tilton:*

148. Are extra clerks in your Department paid a uniform rate of remuneration, and do such clerks receive pay for Sundays and legal holidays, or days on which they may be absent from duty?—Yes; but I think it would be better to pay extra clerks for the days only on which they are actually on duty.

149. What is, in your Department, the rate of pay given to extra clerks?—One dollar and fifty cents per day.

*By Mr. Barbeau:*

150. Have you in your Department any temporary employes, and how many?—There are six, or thereabout.

151. Does it not occur frequently that these persons are all kept longer than is necessary, and that they gradually become placed on the permanent staff, and thus unnecessarily overcrowd the Department?—There is a tendency in that direction.

*By Mr. Tilton:*

152. Do you think the employment of extra clerks desirable?—No; I do not, unless it were part of a regular system.

*By Mr. Brunel:*

153. Do you always decide as to the number of extra clerks necessary in your Department, and do you select them yourself?—No; they are employed at the instance of the Minister; I do not decide as to the necessity of employing them.

154. Has the payment of extra clerks for whole time, including Sundays, holidays and days on which they are absent, been detrimental to efficiency or otherwise?

—It operates to make their attendance less regular than if their salary depended on their attendance.

155. Is the rate of pay to extra clerks fixed at the uniform rate you have mentioned without reference to the nature of the work they are employed on?—That is the general rate without reference to the work.

*By the Chairman:*

156. Then these temporary clerks are in reality in a better position as regards remuneration and their duties are lighter than if on the permanent Staff?—I do not think their duties are lighter, but their pay is better than in the junior ranks.

157. Does it happen that extra clerks are placed with you without necessity?—The judgment as to the necessity for employing the clerks rests with the Minister.

158. Have you any duties in your Department that require knowledge of a technical character?—No.

159. Do you keep an attendance book in your Department?—Yes.

160. Is that book properly kept and signed by all clerks and officers?—Yes; all officers and clerks sign it, and I inspect it daily; there is, perhaps, one exception to the general rule.

161. If it is not signed according to Order in Council, what penalty attaches?—The only penalty is to call the man to account for his absence.

162. What, in your opinion, is the utility of keeping such a book?—I think it is quite indispensable in a large Department.

163. Are the hours of attendance regularly observed by your officers?—Yes; very fairly.

164. Do you attach any importance to having as many clerks of the same branch as possible in one room so as to be under the supervision of their superior officer?—Yes; very great importance.

165. Are you satisfied with the general state of discipline in your Department?—Yes; I have no fault to find at all.

*By Mr. Mingaye:*

166. Are any of the officers or clerks in your Department engaged in business outside their office, and for which they receive payment?—Not to my knowledge.

167. Have any of the officers or clerks in your Department, either in the Inside or Outside Service, been appointed to any municipal office of any kind in city, town or county?—Yes; several have held municipal positions.

168. Have you any newspaper correspondents in your office?—Not to my knowledge.

*By the Chairman:*

169. Is there any penalty attached to breaches of discipline?—No direct penalty. I think it would be well if there were some moderate pecuniary penalty attached.

*By Mr. Brunel:*

170. You say you attach great importance to the attendance book; now if it should happen that a clerk signs the book and subsequently leaves the Department for some time, what means have you of knowing it?—Only through the superintending officer under whom he should be working.

171. If an officer or clerk fails to sign the book, or having signed it subsequently absents himself, what happens to him; does he suffer any inconvenience?—There is no absolute punishment that can be applied. As a rule, all our officers do sign the book. Not to sign the book is to be absent without leave.

172. What means have you for enforcing discipline in your Department?—None but admonition. In some bad cases a report to the Minister and suspension is resorted to, or dismissal in extreme cases.

173. When a clerk is suspended, does he, as a rule, lose any part of his salary if he is reinstated?—Yes; he loses for the time he is suspended. That is in effect a pecuniary penalty.

174. Have you any established method by which you are informed of the manner in which your officers and clerks do their work?—Yes; there is a monthly return by the head of each branch, stating how the men have been employed, and

whether, in his opinion, their conduct has been satisfactory. The same in the Outside Service.

175. Do you think a methodical record of each employe's character and efficiency, which should be considered when his promotion or increase of salary is under consideration, would have a beneficial effect?—Yes; such a record is kept in the Department with a page for every man, both in the Inside and Outside Services.

176. Such monthly reports, being a matter of duty, cease to occasion any ill-feeling on the part of the officer who is reported against, which might arise if only special reports were made of misconduct?—It never came under my notice that any ill-feeling had arisen from special reports.

177. You say some pecuniary penalty for breach of discipline is desirable. What effect would a system of reduction in rank for persistent negligence of duty have on the service?—Such a measure is now within the power of the Postmaster General; and an occasional application of it would, I think, have a good effect.

178. Are you aware that a system of that kind is a part of the British Civil Service system?—I should think it was. I would not assert that as a fact.

THURSDAY, 19th August, 1880.

The Commission met at 2 p. m.

Mr. GRIFFIN's examination was continued.

*By Mr. Brunel:*

179. As a rule, has the record mentioned in your answer to question No. 175 been considered when the promotion of clerks is under consideration, and has the nature of the record usually had due weight?—What a man's conduct in the Service has been, is always considered when the question of promotion occurs.

*By Mr. Mingaye:*

180. Do you think that the system of monthly conduct returns is one that might be adopted with advantage in other branches of the Service?—In all cases where there is a delegated supervision over a body of men, I should judge them useful.

*By the Chairman:*

181. You have stated that the hours of attendance are fairly observed in your Department. What are the hours of attendance?—From 9:30 a.m. to 4 p.m. These hours are prescribed by Order in Council.

182. Are there not occasions when the needs of the Service require attendance beyond these hours; is there any payment for such over-time?—Frequent attendance after hours is necessary, but there is no payment for over-time.

183. You have stated that some of the officers of your Inside or Outside Service hold municipal positions. Do you not consider that to be prejudicial to the performance of their duties?—Two or three have held such positions in the last thirty years; I am not aware that it interfered with their duties.

*By Mr. White:*

184. Do you consider that a scale of salaries increasing from a minimum to a maximum by an annual increment for each class, has any advantage over a scale fixing the salary of each class at a given amount, without reference to length of service in the class?—Yes; much superior and more economical as well.

*By Mr. Tilton:*

185. Do you sign all official checks issued by the Post Office Department?—Yes.

*By Mr. Taché:*

186. What are the labors of the Civil Service Board?—That was defined by the Act—to attend to the examination of candidates and to such other duties as the Government might impose; but the Government has not, for some time past, called upon the Board to perform the duties assigned to it by Statute.

187. You are paid \$400 as Chairman of the Civil Service Board. What are the duties now performed by that Board?—The Board has not, I think, been called upon

for five or six years to attend to any duties. I have only been Chairman for about a year and a-half.

*By Mr. Mingaye :*

188. As Chairman of the Civil Service Board, have you no power to take the initiative by calling the Board together for the purposes for which it was formed, or are you appointed only to act when called upon by higher powers?—The duties depend on the Government. There is a *pro forma* meeting every month; but the Government has not called upon the Board to perform any duties of late years.

*By the Chairman :*

189. Can you state for how many years the duties of the Civil Service Board were regularly adhered to, and the date at which their duties ceased to be performed?—For 15 or 16 years; from the time of the first Civil Service Act of 1857; the ordinary duties ceased in 1872 or 1873, I cannot state exactly.

*By Mr. Brunel :*

190. Will you cause the Minute Book of the Civil Service Board to be submitted to this Commission?—Yes.

191. Adverting to your answer to question 184, is it your opinion that economy should be promoted at the cost of injustice to the employé?—No; certainly not.

192. If a clerk has, when he starts in any class, all the qualifications necessary for the performance of his duty, is in full vigor of life, is it not almost certain that his services will have as much value at the commencement as at the end of the term?—No; I think not. Every year, I think, he ought to become more valuable.

193. Can you explain the reasons which prevailed in providing annual increments of salary for the higher classes of employés, such as first or second class clerks?—I think the principle of annual increments to any class is a beneficial one.

*By Mr. Barbeau :*

194. I see by the schedule returned to this Commission that several employés are put down as having received considerable sums for extra services and travelling expenses. Can you give any explanation on these points?—These payments and allowances were granted by the Postmaster General in each case noted for reasons that he considered satisfactory. Some of the amounts are only reimbursements of expenses incurred.

*By the Chairman :*

195. Have you any knowledge of the operation of the present superannuation system?—Yes.

196. Are there within your knowledge any cases of injustice or hardship in the operation of that system?—Not that I am aware of; as regards my own Department I mean.

197. Is there, in your opinion, any lack of uniformity in the administration of the Act relating to superannuation?—Not as far as I know.

198. Can you offer any suggestions for the improvement of the Act?—No; I cannot.

199. What, in your opinion, are the merits of a system of superannuation?—I think it is very necessary that there should be a regular system; otherwise equitable uniformity could not be maintained.

200. Has the present system of superannuation been productive of efficiency and economy, or the reverse, in your Department?—I think it has a tendency to produce both efficiency and economy.

201. Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased civil servants?—I have never thought that that was properly part of the subject of the superannuation system.

*By Mr. White :*

202. Do you think it practicable to combine with a system of superannuation, such, for instance, as that now in operation in Canada, any plan for giving an annuity to widows and children of deceased officers of the Civil Service without imposing either upon the Government or upon the members of the Service so heavy a tax for

its support that neither the Government nor the Civil Service would be willing to bear it?—No; I do not think it practicable.

203. Have you had any occasion to consider the operation of pensions to wives and children of deceased public servants in other countries?—Yes; I have seen notices and descriptions of such a system, but do not think that public opinion in Canada would support it.

*By Mr. Mingaye:*

204. Do you think the present system acts fairly under the following circumstances:—A enters the Service as third class clerk at 25 years of age; salary, \$400. B enters the same class with the same salary; age 45. Both have the same amounts reduced from their monthly salary towards the fund. B. being superannuated at 60, pays 15 years to that fund and living for 20 years, his family receives a joint benefit with himself. A dies at 59, having paid 34 years to the fund, and his family receives no benefit?—It is presumed that A has had the same chance as B.

*By Mr. Tilton:*

205. You have stated in answer to question No. 202, that you do not think it would be expedient to extend the system of annuities to the wives and children of deceased civil servants, do you entertain similar views as to the propriety of a system of life insurance being instituted in the Service in connection with the Superannuation Act under which each civil servant's life should be covered by a limited insurance?—It would be a very desirable benefit to obtain; but I doubt whether circumstances would permit of its being authorized.

*By Mr. Brunel:*

206. Can you have prepared, for the use of this Commission, a statement showing what effect the superannuation of public servants has had in the cost of working your Department?—It would be very difficult to reduce to figures such a statement; it would be a matter of speculation.

This concluded Mr. Griffin's evidence.  
The Commission adjourned at 6 o'clock.

SATURDAY, 21st August, 1880.

The Committee met at 2 o'clock.

Mr. H. A. WICKSTEED, Accountant of Post Office Department, was examined.

*By the Chairman:*

207. What is your position?—I am Accountant of the Post Office Department.

208. How long have you been in the Service?—Forty-two years.

209. Is there any examination for admission or promotion in your Department?—Under the Civil Service Act there is probably an examination; but the first I know of clerks is that they are brought to me as having been appointed to my branch of the Department.

210. Have you a larger number of officers than are required to carry on the work of your branch?—No; I have not. I am rather short, indeed. I had 28, now I have but 26, and am trying to do without extra hands.

211. Have you any officers who are unfit for service from ill-health or any other cause?—Not altogether unfit for duty at the present time, but the health of one or two is impaired.

*By Mr. Barbeau:*

212. Did you take any means of enquiring if this is not the case in the Outside Service?—No; I did not. I have but little to do with the Outside Service, with the exception of the leading officers.

213. Are there any officers in your branch whom you would recommend to be placed on the superannuation list?—I think there may be one or two, not from incompetency, but from failing health.

214. Are all other clerks in your branch, except the one mentioned, fit for the service they are employed at?—Yes, fit for what they are doing, all of them.

*By Mr. Brunel:*

215. Can you give us any information as to the efficiency of the Outside Service of the Post Office Department?—I have not had opportunity of acquiring any special knowledge of the Outside Service generally.

216. Are you satisfied with your branch as regards character, industry, fitness for work, and capability for promotion?—I have many hands who are fit for the work they are doing, but not all of them could I recommend for great promotion.

*By Mr. Barbeau:*

217. Must we infer from that, that the Department would be forced to look outside the office for some one to fill a post of responsibility?—Outside of my branch possibly in some instances.

218. Do you not think a good system of examination, prior to entrance in the Service, would give you material from which you might expect good subjects for promotion?—Certainly; but I imagine that is already done.

219. Then, if it is done, why are not the anticipated results you think possible attained?—I can hardly say, unless candidates are passed too easily.

220. What is the system of promotion in your branch, and is it by merit?—The system is from grade to grade, provided there is a vacancy and the men are qualified. I think promotion is by merit; but men are some times promoted without consultation with me.

*By Mr. Tilton:*

221. Does such promotion necessarily change the character of the work done by the clerk promoted?—No; as a rule he continues at the same duty.

*By the Chairman:*

222. Do you not believe that promotion according to qualification or merit is the key to efficiency?—Certainly.

223. Would it be possible by any re-arrangement of your Department, or of the business therein, to carry on the public business in a satisfactory manner with a reduced tariff?—No; the work is growing every day.

*By Mr. White:*

224. We may understand that you are not, as a rule, required to express an opinion upon the efficiency of a clerk who is about to be promoted?—No; only occasionally. I have, however, to make a monthly report on the clerks in my branch; and this may have a bearing on their promotion, as no doubt reference is made to these reports.

*By Mr. Mingay:*

225. Do you think the present system of appointment and promotion gives proper reward to zeal, application and industry in the Service?—No; hardly.

226. On what grounds do you think so?—I think so because the diligent and able young man might do better in prosperous times in the business world, promotion being slow in the Service.

*By the Chairman:*

227. Is the imposition of the duties assigned to clerks in your Department proportioned to the class of the clerk to which they are assigned, or are low class clerks sometimes required to do high class work?—I apportion the work according to their ability, but perhaps not always according to their class.

*By Mr. Brunel:*

228. You appear by your answers to previous questions to be uncertain as to what examination candidates for appointment have to pass. Would it be an advantage if there were a thorough examination of clerks before they are appointed to your branch in order that the incompetent might be excluded and the best qualified selected?—Certainly.

229. In what subjects should clerks be examined for admission to your branch in order that their fitness might be best tested?—In the ordinary rules of arithmetic, handwriting, and generally in the ordinary branches of education for such work.

230. When it becomes necessary to look outside your branch or outside the Service for some one suitable to fill a vacancy, what, in your opinion, would be the best

method of making the selection?—I can hardly conceive it necessary to go outside of the Department, though it might be necessary to go outside my branch. When it is necessary to go out of my branch I should say the best man in the Department fit for the work should be taken, on the judgment of the chief officer.

231. If promotion is "by merit," as appears from your answer to question No. 220, and you are not always consulted, how is the merit ascertained?—I do not know, unless from my monthly reports.

*By the Chairman :*

232. How are the increases in salaries made in your branch; have you any system in regard to it?—They are regulated by the Civil Service Act.

233. Does not that mean that increases are made by reason of seniority rather than merit?—Yes; I think it has that tendency.

*By Mr. Brunel :*

234. Do you think it desirable and conducive to efficiency to give the increments of salary irrespective of the manner in which the clerk performs his duties?—I think it would be detrimental to the Service to do so.

*By the Chairman :*

235. Are you of the opinion that the annual increment now granted to the Inside Service, is more desirable in the interest of the Public Service, than to shorten the term of service now existing in the different classes, with a view to the promotion of efficient and deserving employes, on reaching the maximum of their class?—I think it is better to continue the present system.

236. Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased civil servants?—It might be a boon to the Service, but a great expense and trouble to the Government; by providing for the officers, I think, the Government has done all that is necessary, an extension might induce improvidence.

237. You have stated in answer to question No. 202, that you do not think it would be expedient to extend the system of annuities to the wives and children of deceased civil servants, do you entertain similar views as to the propriety of a system of life insurance being instituted in the Service in connection with the Superannuation Act, under which each civil servant's life should be covered by a limited insurance?—Not if compulsory, many having their lives insured already on whom a double assessment might bear hardly; if optional, insurance would be very desirable and I think popular.

*By Mr. Brunel :*

238. Have you given much consideration to the question of making provision for the families of deceased civil servants?—Not very minutely; but we have in our Department a benevolent fund to which officers contribute; and I think so far the system is desirable.

*By Mr. White :*

239. Do you think the members of the Service, generally, would be willing to bear the extra assessment necessary for annuities to widows and orphans?—The married men would; the single ones might object to it.

*By Mr. Mingaye :*

240. Do you think that the entrance of an officer into the Service at 50 years of age subject to the benefits of superannuation, acts unfairly towards these officers who have already been in the Service for years, say who have entered at 25 years of age?—I do not see that it has any injurious bearing on the Service at all.

*By Mr. Tacht :*

241. After what system are travelling expenses paid, as far as you know?—The Inspectors are allowed \$3.50, and their assistants \$2.50 per diem, and in addition the actual disbursements for conveyance; officers in charge of British Mails are allowed \$3 per diem, with mileage at the rate of half-a-cent per mile. Other officers of the Department travelling are paid out of contingencies, and I have nothing to do with their payment.

*By Mr. Brunel :*

212. Can you inform us how the number of days is reckoned for payment of travelling expenses?—It they start after noon, they get half-a-day; if they return before noon they get only half-a-day for that.

*By Mr. Tilton :*

243 and 244. What in your opinion would be the result to the Service of fixing by Statute, for the several Departments, the number of clerks of the different classes that should be borne on the permanent staff of each; providing by the same means for promotions within the Department, and supplementing such staff either permanently or when occasion required it, by employing extra clerks or writers?—I do not think that could be made to work satisfactorily.

*By Mr. Barbeau :*

245. How often are returns of city and county offices received?—Monthly; there are about 200 returns monthly.

246. Are your accounts subject to be modified in their mode of being kept by any other Department?—No.

247. What control do you exercise over expenditure?—My control is secondary; the Deputy Minister being the controlling authority in the expenditure.

248. Do defalcations occur in your Department; and are they for important sums?—Occasionally.

249. Do they occur from any want of supervision?—No.

250. How are they explained, then?—By insolvency or absconding, or dereliction of duty on the part of the Postmaster, which cannot be foreseen.

*By Mr. Taché :*

251. Are not the accounts and affairs of every Postmaster kept separate from his private affairs and accounts, and how, if such is the case, can Post Office affairs be influenced by the insolvency of the Postmaster?—At the smaller offices Postmasters have the control of the revenue for three months, and probably use it for private purposes. It is a misdemeanor to do so.

252. What is done in such a case?—The matter is placed in the hands of the Inspector under whose charge the office is, and upon his report legal proceedings are sometimes taken, provided he is unable to collect the money.

*By Mr. Barbeau :*

253. Do you not hold security bonds from those defaulting officers?—Every Postmaster upon his appointment gives a bond with two sureties.

254. Do you generally recover on these bonds in case of default?—We occasionally do.

255. Are the sums lost in this way considerable?—Yes; they amount to a good deal in the aggregate.

256. The revenue of the Post Office Department is, I believe, paid to the credit of the Receiver-General by the depositor; by whom are the certificates of deposit received and entered in the cash book?—By the Cashier.

257. Could not these certificates of deposit be entered by a clerk in your branch?—It has always been considered best to have them separate in order that the check may be more complete.

*By Mr. Brunel :*

258. Do your accounts include all sources of revenue collected by the Post Office Department and all expenditures, and in short, all financial transactions of the Department?—Yes; completely.

259. What is about the average monthly collection at Montreal and Toronto?—About \$13,000 in Montreal; for Toronto about the same amount.

260. How soon after the termination of the month are the collections at these places usually deposited by the Postmasters?—At the city offices Postmasters are required to deposit weekly, and to render their accounts within ten days after the expiration of the month.

261. In the interval between the close of the month and the usual date of depositing the collections of that month, how much money will usually be collected?—

The Postmasters of Toronto and Montreal only collect about \$1,200 to \$1,500 per month; the rest of the revenue from those places arises from the sale of postage stamps to stamp vendors, who must produce a bank certificate of deposit for the amount, upon which, only, stamps are delivered to them:

262. At what intervals does your system of accounting enable you to ascertain what amount any Postmaster—especially at the larger Post Offices—should account for any specific period, say for the month covered by his return?—I ought to know that within ten days after the close of the month.

263. You say you recover from bondsmen occasionally. Does it often occur that the bondsmen for defaulting Postmasters escape the consequences of the default?—Yes; I think they occasionally do. When cases go to suit we recover rather more than half.

264. Are there not some items of expenditure on account of Post Office Service which do not appear in the published Report?—None whatever.

265. In what account do the payments under subsidies specially voted appear?—Not in my accounts at all.

266. If these accounts are not paid by the Cashier, what are that officer's functions?—He keeps the accounts of the deposits made by the Postmasters throughout the Dominion, and verifies his statements with those received at the Finance Department. He also pays all the salaries of the officers of the Department by cheque; makes out the pay lists and takes their receipts.

*By the Chairman :*

267. The different Postmasters are supplied with stamps which they dispose of in the manner you have stated. What check have you over these Postmasters for what is not disposed of and remaining on hand?—If it is at city and leading offices it is certified by the Postmaster and his assistant; if at the smaller offices, the Postmaster's word is taken for the amount remaining on hand, which, if not excessive, is taken as a matter of course.

268. Whose duty is it to examine these accounts, and how often are they inspected?—It is nominally my duty, but I have eight or ten examiners who take them up as they come in, and the whole of them are examined during the succeeding quarter; and the Postmasters are notified of any errors found in their accounts by official letter.

*By Mr. Barbeau :*

269. Are the stamps issued by your Department kept in such a manner as to be easily checked?—Yes.

270. Are they in the custody of more than one officer?—I think they are in the custody of one officer only, who, however, has several assistants to aid him in distributing them.

271. Does the officer having the custody of these stamps give security?—I think not.

*By the Chairman :*

272. How are the Postmasters supplied with stamps; who keeps the stock?—They are supplied to each Postmaster on requisition addressed to the Postmaster-General, stating the denomination of each description of stamps required and the total amount. They are then sent to the Postmaster with a voucher to be signed and returned to the Department, which is the evidence of delivery and receipt. The clerk in charge in the Department keeps the stock, accounting to me as issued. The printer supplies them to the Department in sealed packages on requisition.

273. Have you any reason to believe that large amounts are held by the engraver for delivery; and if so, what precautions are taken for their safe-keeping?—I have no knowledge of the matter. So far as I know, there is no official check during the operation of manufacture. I understand the manufacturer is under very heavy bond and penalty for the faithful discharge of his contract.

274. What means are taken of testing the accuracy in amount of those on hand in Ottawa and outside?—At the larger offices they are counted by the Inspectors.

periodically; and at head quarters by the Chief Inspector quarterly. If I have any suspicion that a man has an undue stock on hand I report it to the Inspector.

275. You have requisitions made from the Outside Service for payment of various supplies and expenditure. What check has the department over such expenditure?—The application is made to me by the Inspectors or Postmasters by requisition enclosing the whole of the accounts to be paid, which are examined item by item, and if found to be correct, cheques are issued accordingly.

*By Mr. Tilton:*

276. By what method is the Post Office Department placed in funds for its current expenditure?—In the first instance, by vote of Parliament; and in the second place, by letters of credit from the Finance Department, granted on application to the Auditor General.

*By the Chairman:*

277. What proportion does the work of your branch at the present moment bear to what it was in 1863, say the year after Confederation?—I should say the work had increased three or four fold.

The Commission adjourned at 6 p.m.

MONDAY, 23rd August, 1880.

Mr. J. C. STEWART, Superintendent of the Savings Bank Branch, was examined.

*By the Chairman:*

278. What is your position?—Am Superintendent of the Savings Bank Branch.

279. How long have you been in the Public Service?—Twenty-five years and a-half.

280. Have you been during the whole of that time in the same branch?—No; I have been in two other branches, the Accountant's and the Secretary's.

281. Have you a larger number of clerks than are required for the work of your branch?—Possibly more than are required for present work, but not more than the exigencies of a constantly growing Service may require at any time. It is necessary to keep a certain number of men in training.

282. But these men in training are on the permanent staff and paid their salary?—Yes.

283. Are the salaries paid to clerks in your branch in proportion to the work performed by them?—Not in all cases by any means.

284. Are there any officers in your branch whose efficiency is impaired from ill-health or any other cause?—I have one or two in my branch who are not in very vigorous health. They are up to ordinary work, but not equal to any emergency involving extra hours.

285. I infer then that the work of your Department could be carried on with fewer clerks under an improved organization?—No; I do not think that. The work is expansive and we must have men always in training. If the Savings Bank Branch were at a stand-still, and not constantly increasing, and were the clerks all equally trained, we might dispense with one or two of the juniors.

286. Is there any examination for admission or promotion in your Department?—I believe the Civil Service Act provides an examination for all candidates for admission to the Service. I have no means of ascertaining whether the examination of candidates is enforced under the Act.

287. Can you tell the Commission at what age are first appointments made in your branch?—As a rule I have been fortunate in getting juniors; from 16 to 20 is the average age of clerks entering my branch.

*By Mr. White:*

288. If there were at the disposal, say of a Civil Service Board, a number of men who had passed an examination as to their fitness for the Service, so that an additional clerk could be obtained at any time without delay, could you dispense with one or more of the clerks whom you now describe as being in

training?—Possibly I could, if the clerk given me as a substitute were to be retained.

*By Mr. Taché :*

289. Would you rely on such examination to test the aptitude and qualifications of a clerk to be added to your branch?—I am not prepared to answer that without knowing what that examination might be.

*By Mr. Barbeau :*

290. Supposing it was to your knowledge that the examination by a Board of Examiners of candidates intended for the Civil Service was complete and thorough, would this not inspire some confidence on your part in the efficiency of these candidates?—Yes; I should, however, have always to watch the habits and companionship of the young men in my branch, and should not at all care to rest my confidence in their integrity and fitness on the examination alone.

*By the Chairman :*

291. Do you not believe that the abolition of political patronage in making appointments and promotions of members would tend to encourage your clerks in the performance of their duties and improve their efficiency and correctness?—Yes.

*By Mr. Tilton :*

292. In the event of the banks increasing or decreasing the rate of interest to depositors, does such action entail any appreciable addition to the labor of the clerks in the Savings Bank Branch, and if so, do they work extra hours, or are extra clerks employed?—In the event of depositors in chartered banks withdrawing their confidence from those institutions, the deposits in the Savings Bank necessarily increase. For instance, in the month of August last year the business of the Post Office Savings Bank suddenly doubled in volume, for the reasons assigned. The clerks on the staff of the Savings Bank Branch worked during extra hours without extra assistance for perhaps three months, and most of them foregoing their annual leave, and neither received nor asked for extra compensation, regarding this extra work as an unavoidable exigency of employment in the Savings Bank.

*By the Chairman :*

293. Are you acquainted with the system of competitive examination for first admission into the Civil Service, which prevails in the United Kingdom?—No; I am not.

294. Will you be good enough to state your opinion as to the expediency of establishing competitive examination for first admission into the Civil Service of Canada that shall be compulsory alike on the executive and the candidates for employment?—I certainly think there ought to be some such examination. There ought, of course, to be some special examination for each Department framed with a view to its requirements.

*By Mr. White :*

295. Do you think that there would be any difficulty in framing a schedule of subjects for examination for clerks which would sufficiently test a man's fitness for employment in the Savings Bank Branch in all things save such as can only be acquired by experience?—No; I do not think there would be any difficulty. Of course there are some qualifications that are more a matter of development than to be ascertained at such examination. I do not see how any Board could expect a boy of sixteen to show proficiency in keeping a set of books for instance.

*By Mr. Brunel :*

296. But supposing the age is twenty, and the candidate is required to have a knowledge of the principles of book-keeping by double entry, could it not be ascertained by examination by competent examiners whether he possessed that knowledge or not?—Certainly.

297. And if ten such candidates were examined at the same time and on the same examination papers, do you think the results of such an examination would fairly indicate the best qualified of the ten?—I have no doubt it would.

*By the Chairman :*

298. Do you not believe that promotion according to qualification and merit is the best key to administrative efficiency?—Yes.

299. Do you believe that it would induce the best class of young men to enter the Service?—Yes.

*By Mr. Brunel:*

300. What, in your opinion, is the best method for determining merit with reference to such promotion?—The report of the clerk's immediate superior.

301. Are the subordinate clerks in your branch generally qualified for promotion if vacancies should occur in the grade next above that in which they now are?—I should say that some are certainly qualified; there are others I should not like to recommend.

*By the Chairman:*

302. Are any of the officers or clerks in your branch engaged in business outside their office, and for which they receive payment?—No; there are none, as regards my own branch; as regards other branches I have no knowledge.

303. Have any of the officers or clerks in your Department, either in the Inside or Outside Service, been appointed to any municipal office of any kind in city, town or country?—None, as regards my branch; as regards other branches I have no knowledge.

*By Mr. Tilton:*

304. Are you aware whether or not the clerks in any of the Departments are paid extra for working after the prescribed hour of attendance?—Until last year the clerks in my own branch received extra compensation for the labor of balancing the ledgers on the 30th June. For the last two years this payment has been discontinued, on the ground of its being contrary to the Statute, notwithstanding my repeated reports that this extra work was of an entirely exceptional character, and not provided for in fixing the regular staff, and could not be met by the employment of an extra and inexperienced force; and that, in my opinion, this work could not be accomplished without disaster, unless extra pay were allotted as heretofore. A few months ago, notwithstanding the forbidding clause in the Statute, certain clerks in the Customs Department were, I understand, allowed compensation for attendance therein during extra hours.

305. In view of a rule that exists in the Service that the permanent clerks of one Department may be employed in another after hours and paid extra therefor, is it not somewhat of a hardship that the clerks in your branch, who evince so much diligence, should be required to work after hours?—I will reply at a future date.

(See Appendix A.)

*By the Chairman:*

306. Do you not think it would be most desirable to have uniform rules in the Service respecting this extra work?—I think that in every Department it should be distinctly specified what work should be considered the regular and what the extra work of the office.

307. Do you think it likely that the same rules on this subject could apply to all the Departments alike without causing inaccuracies?—No; I do not. A satisfactory administration of extra pay in the Civil Service demands that it should be for piece-work, that is for results and not for time, so as to preclude possible irregularities. In a branch like my own or any Department where a large number of accounts is dealt with, this piece-work rule can be applied, but not in a Department where the duties are mainly those of correspondence or otherwise of a general character.

*By Mr. White:*

308. Do you think it possible to define in each Department the difference between extra work which should be paid for as such, and the regular work of the Department?—Yes.

*By Mr. Tilton:*

309. What, in your opinion, would be the result to the Service of fixing, by Statute, for the several Departments, the number of clerks of the different classes that should be borne on the permanent staff of each; providing by the same means for promotions within the Department, and supplementing such staff either permanently:

or when occasion required it, by employing extra clerks or writers?—The only objection I see to that is that there might be an unforeseen and yet permanent increase of work, and that the employment of extra writers without prospect of subsequent permanent appointment would involve a waste of time in teaching such writers their duties, there being in my own branch no work of a simple routine character, which any clerk could take up at a moment's notice. My answer simply applies to my own office.

*By Mr. Barbeau :*

310. Is there any unnecessary duplication in the manner of keeping your accounts?—No.

311. Do you always see that the attendance of your employes is regular and punctual?—Yes.

312. Are there any having a tendency to be absent from duty oftener than others—I mean without sufficient cause?—No.

313. How often do you make returns of business passing through your branch, and to whom are they sent?—Once a month; and, according to Statute, to the Deputy Minister of Finance.

314. Do you find that the outside Savings Bank business, done by postmasters, is well done?—Yes, as a rule, with surprising accuracy.

315. Are they paid anything extra for this service?—Yes; a commission of one-quarter of one per cent. on the deposits received. This does not apply to the postmasters of the city offices.

316. Do these latter receive any remuneration for this business?—The salaries fixed during the last few years for the postmasters of Toronto, Montreal, Hamilton, Quebec and, I think, Ottawa, have been such as to cover or include this service. The postmasters of London and Kingston, where the salaries are not so large, receive a small commission of one-tenth of one per cent. on the deposits received, up to a certain amount.

317. Could you say how much their commissions amount to in a year?—\$3,314.05 in 1879 and \$4,583.75 in 1880, represents the total compensation to postmasters for Savings Bank business in those years, the increase in 1880 being due entirely to the larger amount of business on which the commission was computed.

318. How are moneys received by postmasters, where there is no Money Order Office, accounted for?—A Post Office must be a Money Order Office before the postmaster can undertake Savings Bank business.

319. Do you meet with defaulting postmasters?—Yes; but very rarely.

320. Can you say if the Department has lost by them, and how much to this day?—In thirteen years the total loss sustained was \$6,100, through the default of one postmaster.

321. Has the Government been able to recover any portion of this money from securities?—No.

322. Do you not think postmasters should give guarantee bonds before being entrusted with the management of a Savings Bank?—Yes.

323. What is your opinion of personal bonds; do you prefer guarantee bonds issued by companies doing that business?—I think there have been only three or four instances in the thirteen years of Savings Bank business in which the question of bonds came up, and the bonds in these cases were personal bonds. In each case but the one before referred to, the sums were made good by the sureties. I am nevertheless of opinion that guarantee bonds are infinitely preferable.

324. Do you sometimes find sums of money entered in depositor pass-books that are not accounted for?—Yes; but they are as a rule satisfactorily explained.

325. Are all sums paid by cheque to depositors and to their order?—All cheques issued by me in repayment of deposits are payable to the depositor in person, and not to his order.

326. Are moneys sometimes paid on forged signatures?—There have been numerous attempts, or supposed attempts, at fraud which have been readily detected. There have been but two cases of successful personation of a depositor; one of them

was when a son obtained possession of his father's pass-book, imitated his signature, drew \$100 and fled the country. The other was of a similar character.

327. Does the pass-book given the depositor contain his name and signature? And if so, do you consider this advisable?—Yes; it contains the depositor's name and signature. In this, the Post Office Savings Bank has followed the example of the English Post Office Savings Bank. While the presence of the signature in the pass-book admits an element of risk, without it one of the chief advantages of the Post Office Savings Bank, under which depositors can deposit or withdraw at pleasure at any of the 300 banks without change of pass-book, would have to be withdrawn.

*By Mr. Brunel:*

328. Are the accounts of the Post Office Savings Banks so kept as to show whether there is a loss or a gain to the Consolidated Revenue from that branch of the Public Service?—The law does not require them to be so kept. The Statute of 1867 obliged the Receiver-General to keep a Post Office Savings Bank account, to credit the current balance with interest at the rate of 5 per cent., to invest the moneys in Government securities, to charge the fund with the expenses and interest to depositors, and then to show the margin of profit and loss. This, however, was never done, and the Statute was amended a few years later abolishing this requirement. I have, however, myself, from the outset, kept such a statement, and am prepared to show the margin of profit and loss, assuming the money to be worth to the Government 5 per cent.

329. Can you inform the Commission, as the result of your accounts, what gain or loss there is in the Savings Bank account, assuming the Government can borrow money at 4 or 4½ per cent., making a separate statement with reference to each rate?—The money costs the Government 4½ per cent., including interest to depositors and all expenses.

The Commission adjourned at 6 p. m.

TUESDAY, 24th August, 1880.

Mr. JOHN ASHWORTH, Cashier of the Post Office Department, was examined.

*By the Chairman:*

330. What is your position in the Post Office Department?—I am Cashier.

331. How long have you been in the Service? Thirty-seven years.

332. How long in your present position?—About 27 years in my present position.

333. Has there been any change in the duties since your appointment; if so, please state the nature?—Yes; there have been changes going on at intervals. The last took place on 1st July. Since 1st July deposits of Post Office revenue and bill stamps have been made direct to the Receiver-General, previous to that date they went to the credit of the Postmaster-General.

334. Is that the only change. At present the remittances are made to the Receiver-General. Were not these remittances formerly made direct to you as cashier?—When I first assumed my duties as cashier remittances were chiefly in the form of money, bank notes, &c.; then as business increased we sent circulars to the postmasters of the larger offices to obtain drafts for the amounts from the banks. As the banks increased in number, of course the drafts increased as well. About 3 or 10 years ago the regulations required that all postmasters should deposit in banks. In that way the cash remittances in bank notes gradually dropped off. On 1st July, this year, deposits were ordered to be made direct to the Receiver-General.

335. Did not these changes make a material difference in your duties as cashier?—To a certain extent they did. Under the change I had to assume part of the duty done by the accountant before, viz.: balancing with the Finance Department and the auditors of the outlying provinces, weekly and daily, as required by each Department.

336. The effect of that would be to lessen the duties of the accountant to that extent?—To that extent; yes.

*By Mr. Barbeau :*

337. Do you consider your office as a distinct one, having for its chief object a check on the accountant?—It is a distinct office, but it is no check that I can see.

338. Have you any assistants?—None.

339. Please detail the nature of all the duties connected with your office at present?—1st. I receive a statement with vouchers daily from the Finance Department, which vouchers are entered in whole sums without detail. The details are then entered in the different cash-books from the endorsement of the certificates. It is then balanced with the statement received from the Finance Department.

2nd. I conduct the correspondence with regard to the management of the cash with the different bankers, and with the postmasters, correcting mistakes and placing the sums under the proper heads of revenue and bill stamps.

3rd. Numerous other small duties will constantly arise under a new arrangement requiring my attention.

4th. I also remit balances to postmasters that may be standing to their credit ; and I will shortly have the charge of balances due by postmasters, to collect and look after those under suit, and postmasters retired from office leaving balances due.

5th. I also pay the Departments the amounts placed to my credit by the Receiver-General.

6th. I pay the Department monthly.

7th. I also sign for the Postmaster General all cheques payable to contractors for mail service, amounting to about 4,000 cheques per quarter.

340. Has not the Chief Accountant's Office to make many of these entries?—No ; the Chief Accountant merely checks the postmasters' remittances, and credits them from the different cash books, to the number of thirteen.

*By the Chairman :*

341. Are you not Managing Director of the Civil Service Building Society?—Yes.

342. Who are the directors, and have you a secretary?—Mr. Griffin, Mr. Courtney, Mr. G. W. Wicksteed, Mr. Cherriman, Mr. Hartney, and Mr. Cambie and myself ; Mr. Sinclair is Secretary-Treasurer.

This concluded Mr. Ashworth's evidence.

Mr. C. W. JENKINS, Assistant Superintendent of Money Order Office, examined.

*By the Chairman :*

343. What is your position?—Am Assistant Superintendent in the Money Order Office.

344. How long have you been in the Department, and in your present position?—Have been about 15 years in the Service, and always in the same position.

345. How many assistants have you in your branch?—I think there are 18.

346. Are the salaries paid them in proportion to the merits and duties performed by them?—Very nearly so, I should think.

347. Do you not consider that in some cases some are paid rather too much and others too little in proportion to their work and duties?—I think there are some who hold higher positions than they ought to, and one or two who are not so high, according to the duties which they have to perform.

348. Can you give any reason why this is so ; is it by reason of seniority or appointment from political patronage?—It is by seniority that they have reached their present position.

Lieut.-Colonel PANET, Deputy Minister of Militia and Defence, examined.

*By the Chairman :*

349. What is your position?—Am Deputy of the Minister of Militia and Defence.

350. How long have you been in the Service and in your present position?—Since 1874.

351. Have you a larger number of officers in your Department in the Inside Service than are required for the work?—I think that, with one exception, we have not more than are actually required.

352. Does that answer apply to the Inside and Outside Service of your Department?—I am not aware of any way in the Outside Service in which we could decrease the number of our employes, except by increasing the duties of some, and then the expense would be about the same.

353. Thus the work of your Department, taken in the Inside and Outside Services, could be carried on with a smaller staff of more efficient assistance?—If the staff could be rendered more efficient, it follows that it could be done; but I do not believe that you could add to the efficiency of our present staff.

354. Are there in your Department any cases in which changes in departmental work have left some officers with too little and others with too much work?—I do not think so, with but one exception, as I said before.

355. Have you any officers in the Inside Service who are unfit for service from ill-health or any other cause. Have you any such in the Outside Service?—I have one clerk in the Inside Service who is now very ill, and I have been deprived of his services for three or four weeks. His absence has put me back considerably in the work of the accountant's branch.

356. Are there any officers in either branch that you would recommend to be placed on the superannuation list, or whose services might, with benefit to the Service, be dispensed with?—There is one; with that exception I know of no others whose services we could dispense with.

357. Do you find that the officers of your Department are up to the proper standard of intelligence and efficiency for carrying out such work as they are respectively required to do?—I do.

358. Are you satisfied with your Department as regards character, industry, fitness for work and capability for promotion?—As regards capability for work, I am satisfied; but as regards fitness for promotion, I am not prepared to admit that in all cases, supposing promotion would go by seniority, that you would have the best man by promoting the senior.

359. Are the salaries paid to the employes in your Department fairly proportioned to the duties performed by the clerks or others to whom they are paid?—I think they are. Of course we have many complaints from clerks that they do not get enough.

360. Are promotions only made of clerks, who, by reason of seniority, have arrived at the head of the class next below that to which the promotion is to be made, or are the most efficient men in that class selected?—As a rule they are; but there have been exceptions.

361. Are clerks below the 2nd class promoted as a matter of course when they have arrived at the head of their class—that is as regards salary—or are merit and the nature of their duties taken into consideration?—They are not promoted as a matter of course.

*By Mr. Barbeau:*

362. How are appointments made in your Department?—They are made by Order in Council on recommendation of the Minister.

363. Are you sometimes consulted when they are made?—I have not been consulted in any of the permanent appointments that have been made in the Department.

364. Does not the present system of making appointments expose you to take every incompetent man?—I have to take them as they are appointed, of course. It does expose me to the danger suggested.

365. Has this happened?—In one case possibly we might have had a better man had I been consulted; but I think that the difficulty is that the appointments are made before the qualifications of the parties are ascertained. One man may be very

efficient when put at certain work, but he may be a very indifferent man when put at any other speciality. But I may add that, in my Department, the clerks are, as a rule, well up to the mark.

366. Has it occurred that strangers have been brought in while some of the officers already in the Service could have done equally well?—Yes.

*By Mr. White:*

367. Are there any duties in your Department which could be performed by clerks of a lower grade than the permanent clerks in your office?—There is a certain amount of labor of that nature to be performed.

*By Mr. Taché:*

368. Do you believe, or do you not believe, as a matter of fact, that the officers and clerks of the Civil Service, so far as you know, are as good a material for administrative purposes as is generally secured by the banks and other large institutions in the country?—I believe we have as good a class of people as those mentioned in the question.

*By Mr. Mingay:*

369. Are the Deputy Adjutants-General, Brigade Majors and Military Storekeepers of your Department on the Outside Service; and are they permanent appointments?—They are considered permanent appointments during pleasure of course; they are made by Order in Council, and are on the Outside Service.

370. Are their appointments made under any system as to age or capabilities for their respective positions?—They are made on the recommendation of the Minister of Militia.

371. Can you give the longest time of service, and the greatest age of some of the Deputy Adjutants-General?—As to length of service, 15 years is the longest period; as to age, the oldest officer is 65 years.

372. Is there any system of appointment of these officers as to age or capabilities?—They are appointed by Order in Council on the recommendation of the Minister. I am not aware of any regular system.

*By Mr. Brunel:*

373. What is your opinion as to the advantage of introducing into the junior ranks of the Civil Service young men who are likely to make the Service a profession and thereafter promoting them to such employment as they may be found best qualified to perform?—I think that would be a very good plan.

374. Do you consider it possible to devise a better method of making first appointments to your Department than that which has hitherto prevailed?—I think that, as a general rule, no permanent appointments should be made before the candidate has undergone an examination and a probationary term, but I would insist more on the probationary term than on the examination itself, because a man may pass a very brilliant examination and still fail in his probationary term.

375. Will you be good enough to explain what qualifications you propose to prove or test by probationary service which cannot be proved or tested by examinations?—There are special services that are sometimes required from clerks; for instance, in the accountant's branch you want a good accountant; in other branches you want good copying clerks; and I think that a candidate could manage to pass, by influence or otherwise, an examination, but would prove himself unfit to remain during his probationary term. I do not mean to say that I am against examinations, which I consider a very good test, and also a safeguard.

376. Please explain what you wish to be understood by the expression "by influence or otherwise"?—That he would manage to pass his examination, not entirely in consequence of the qualities he may have displayed, but perhaps he might be aided by the influence of some of his friends. Of course, the examinations might be carried on so very strictly that this sort of influence might be made to disappear entirely; but I am still of opinion that even if he passed his examination under the most favorable circumstances, it would be fair that the Deputy Head who is to employ him should have him first on probation.

377. Are we to understand then, that in your opinion the value of the examination would greatly depend on the character and ability of the examiners?—Not only on the character and ability of the examiners, but also on the mode of examination.

378. Would not a clerk on probation be as likely to obtain a permanency by influence as he would be to influence his examiners?—Certainly. Of course he can always be appointed by the Government, but if he proved in his probationary term to be totally unfit, it is not likely that he would.

379. Within your experience has there been many probationary appointments made to the Civil Service?—There has been one in my Department; and he has proved to be one of our very good men. I am not aware of what has taken place in any other Department.

380. What length of probation would you recommend?—I would recommend twelve months.

381. What precaution would you take for ascertaining the merit, character, health and habits of the candidate?—I think that can be found out by the daily intercourse with the candidate during the term of probation. Of course there may be other means of obtaining information from the outside.

382. What is your opinion as to instituting examinations of a competitive nature for promotions as well as for first appointments?—I think it a very good means of securing good appointments.

383. When there is a vacancy for which there are several eligible candidates, do you think it possible, by competitive examinations to select the fittest?—It would depend on the manner of the examination.

384. If a system for first appointments to and promotion in the Civil Service were established and rigidly adhered to, under which the higher appointments would, as a matter of course, be given to those who had proved themselves to be best qualified to fill them, would it, in your opinion, affect the Service favorably?—Unquestionably it would.

*By Mr. Barbeau:*

385. Is there any examination for admission into your Department?—No; there is none.

386. Would not a probationary system wherein clerks so admitted had previously passed a good examination be useful?—Of course; very useful.

387. Would the influence you have just mentioned be felt if there were a permanent Board of Examiners composed of able and independent men, not in any way engaged in politics and not responsible to Ministers for their certificates?—I think it possible to have such a system of examination that no influence could be brought to bear; such examinations as are followed in our Military College, or at universities. It is very easy to arrange so that examiners themselves do not know whose papers they are examining, and, of course, if such a system was adopted, the results of such examinations would be a great deal more to be relied on than ordinary examinations, to which I may have alluded in my previous answers.

*By the Chairman:*

388. Do you not believe that competitive examination conducted in the manner you have stated would raise the standard of ability in the Service?—I do.

389. Do you not believe that competitive examination combined with a period of probationary service and the abolition of political patronage would be the most efficient means of reforming the Civil Service?—I believe so.

390. Do you not believe that if such a system prevailed, the Service would secure the services of the best men the country can furnish, and that it would also secure their retention in the Service?—I do believe so.

*By Mr. White:*

391. Do you think that the permanent Head of a Department, if left perfectly free to make his own selection, could choose the most fit man to fill a vacancy in the higher positions without any competitive examination, and from the staff of his own Department?—I believe so; and if no proper person was found to fill the appointment, it would be his duty to report.

392. Do you not think that in the event of their being several employes eligible for a vacancy in a higher office, it would be more satisfactory if the fittest were selected by an independent Board of Examiners?—Perhaps it would be difficult to find a Board of Examiners who would know exactly what was required; but it would relieve the Deputy Head sometimes when the selection was very difficult to make. Having been in constant contact with the staff for a long time, I believe the Deputy Head is the best judge of the special qualifications that may be required, and if they can be found in the office without going outside he might report it.

*By Mr. Mingaye :*

393. Provided a judicious course of competitive examination for all classes before entering the Service were adopted, and the filling up of vacancies were placed solely in the hands of the Deputy Head of the Department where such vacancy existed, are you of opinion that the Civil Service, both Inside and Outside, would be benefitted by such a plan over the existing appointments and promotions by political patronage?—I believe the filling up of vacancies by the Deputy Head in the Inside Service would have a very beneficial effect under the circumstances mentioned in the question.

394. Are any of the officers or clerks in your Department engaged in business outside their office, and for which they receive payment?—I do not know of any in the inside; outside there are cases of that kind, but in the case of paymasters, for instance, and others, the amount they receive does not compensate them for the whole of their time.

395. Have any of the officers or clerks in your Department, either in the Inside or Outside Service, been appointed to any municipal office of any kind in city, town or country?—I happen to know of one case in the Outside Service, but there may be more; the same conditions apply as in the previous answer.

396. Have you any newspaper correspondents in your office?—I believe there is one. I do not know that he makes a business of it, but think that he contributes to foreign papers.

*By Mr. Taché :*

397. Has it been the practice to take private secretaries of Ministers from the permanent staff of a Department, or, if otherwise, how are private secretaries appointed and for what time?—The appointments of private secretaries in my Department, as a rule, have been made by choosing from the staff. I think there has been one exception since I entered the Department.

*By the Chairman :*

398. Can you explain briefly the difference between your duties and those of the Adjutant-General?—The Adjutant-General is under the Major-General, who has to apply to the Minister for authority when any expenditure is required. The expenditure is either authorized or refused by the Minister or his Deputy, and the papers are returned to the General; but there is no similarity between the duties of the Adjutant-General and those of the Deputy of the Minister of Militia, who has the superintendence and control of the Minister's Office, the Store Branch, and the Account Branch.

399. What are the duties performed by the Adjutant-General?—The Adjutant-General, under the Major-General, has control of all matters connected with the force. There is a great deal of correspondence carried on from the different military districts; the whole of this correspondence does not come as far as the Minister, except when any question of expenditure is involved. The General has also to recommend the expenditure required in the different military districts. A great deal of correspondence is carried on in this way. The Adjutant-General is a very efficient man, and renders great service to the Department in consequence of his long experience.

*By Mr. Barbeau :*

400. Do the duties of Adjutant-General and Deputy Minister, in your Department, in any way conflict with each other?—Not in the least. Our Department is peculiarly situated being composed of two separate and distinct organizations, one of which is military, under the supervision of the Adjutant-General and the General

Officer commanding the Militia; the other, exclusively civil, administered like the other Departments of State.

*By Mr. Brunel:*

401. Is the Adjutant-General the mouth-piece of the Commander-in-Chief of the Canadian Militia, that is, does he speak and act in his name. Is the Major-General commanding the Canadian Militia, responsible for the acts of the Adjutant-General?—Yes, he is; he speaks to the force in his name in his military capacity.

*By Mr. White:*

402. I understand that the whole expenditure of the Militia Department is provided for by an annual vote of Parliament, and that such expenditure is voted under special items, within which limits it must be kept. Is this the case?—Yes; that is the case.

WEDNESDAY, 25th August, 1880.

The Commission met at 2 p.m.

COLONEL PANET'S examination was continued.

*By the Chairman:*

403. You have in the Outside Service a Deputy Adjutant-General over each District: How many Districts are there?—Twelve Districts: No. 1, with headquarters at London; No. 2, with headquarters at Toronto; No. 3, with headquarters at Kingston; No. 4, Brockville; Nos. 5 and 6, Montreal; No. 7, Quebec; No. 8, Fredericton; No. 9, Halifax; No. 10, Winnipeg; No. 11, Victoria; No. 12, Charlotte-town, P. E. I.

404. Will you please state the duties which they are expected to perform?—The Deputy Adjutants-General are in command of the forces in their Districts, and report direct to headquarters on any subject that may be referred to them in connection with the force.

405. Are there not Brigade-Majors also appointed in these Districts: Please state their duties?—The Brigade-Majors who are appointed in these Districts are supposed to assist the Deputy Adjutants-General in the discharge of their duties.

406. Are there not also storekeepers in each of these Districts under the Director of Stores. Will you please state their duties?—The storekeepers are in charge of such military properties as may be confided to their care, and also of the depot stores, comprising ammunition, clothing, &c., which it is necessary to keep in the different Districts for the use of the force. In most of the Districts, also, they act as paymasters.

407. There are also Inspectors of Artillery: How many are there?—There are two and one assistant. The Commandants of "A" and "B" Batteries ("A" Battery in Quebec and "B" Battery in Kingston) are Inspectors of Artillery, and Major Price Lewis, of Halifax, is Assistant Inspector.

408. Is not the Royal Military College at Kingston also in your Department?—It is.

*By Mr. Barbeau:*

409. How many men have the Deputy Adjutants-General severally under their command?—The following schedule gives all information in answer to that question.

## STRENGTH of Active Militia in Dominion.

Province.	Military District.	At 3 Officers, 55 Men per Troop, Battery or Company; Field Batteries at full strength, November, 1879.
Ontario .....	1	5,376
	2	7,793
	3	4,426
	4	2,766
	5	7,032
Quebec .....	6	2,436
	7	4,755
New Brunswick .....	8	3,287
Nova Scotia .....	9	4,800
Manitoba .....	10	310
British Columbia .....	11	354
Prince Edward Island .....	12	1,062
"A" and "B" Batteries .....		305
		44,742

The above is the nominal strength of the force. In consequence of our reduced estimates, 42 men only per company are clothed, and when ordered for yearly training, 3 officers and 42 men per company are paid. This has the effect of reducing the force to 36,111 officers and men.

410. What kind of surveillance exists over the storekeepers to ensure their performing their duties?—They are directly under the control of the Director of Stores, and the Deputy Minister. They report monthly, and the Department is in daily communication with most of them; besides, there is a Board of Survey that assembles in each District every twelve months, and reports, after having examined all stores and books, whether they are satisfied that everything is correct.

411. What sort of check do you exercise to prevent unnecessary expense?—No expense whatever is allowed to be made unless previously authorized by the Minister. That is a standing rule of the Department.

*By Mr. Brunel:*

412. Are the duties of the Deputy Adjutants-General, Brigade Majors, District Paymasters and Military Storekeepers exclusively of a military character, or are they also considered as forming part of the Civil Service?—I understood that those form part of the Civil Service who are subject to the Civil Service Act; if so, these are not.

413. Is the Military College Staff under the control of the Department of Militia and Defence?—The Staff of the College is under the orders of the Commandant of the College, who, through the General, is responsible to the Minister.

414. Is that a purely military institution, or does it partake of a civil character?—It is a military institution.

*By the Chairman:*

415. Can you state how many clerks you have in the Inside Service?—There are fifteen clerks in the Civil Branch; in the Military Branch there are nine employes including the Adjutant-General.

*By Mr. Mingay:*

416. Is the Adjutant-General a military officer only in the same sense as applied by you to the Deputy Adjutants-General?—He is essentially a military man, and he commands the force in the absence of the Major-General.

*By Mr. White :*

417. Are there any temporary clerks in your Department?—No; none.

*By Mr. Mingaye :*

418. Promotions in your Department being made by Order in Council and not by following a regular rule, has it a tendency to discourage the officers and demoralize the Service?—I think it has.

*By Mr. Barbeau :*

419. To what extent has the Civil Service Act been in your Department observed?—It has been generally observed, except in some cases of appointments and promotions.

*By the Chairman :*

420. What, in your opinion, are the merits of a system of superannuation?—I am of opinion that it is a great boon to the Civil Service; and I am sorry that I have not been able to induce the Government to allow some of the Outside Service to come under the operation of the Act.

*By Mr. Mingaye :*

421. Is the Adjutant-General entitled, on proper length of service, to superannuation?—He is.

422. Does the fact that Deputy Adjutants-General, Brigade-Majors and Military Storekeepers are not entitled to receive superannuation allowances have a tendency to prolong the employment of such officers beyond an age at which they can properly perform their duties?—I think it has; it is very hard to displace men that have been in the Service for a great many years. They may become of no use and yet have to be retained because they cannot be superannuated.

*By Mr. White :*

423. Do the clerks in the Adjutant-General's office contribute to the superannuation fund?—They do.

*By the Chairman :*

424. Are you satisfied with the state of discipline in your Department?—Yes; I am, as a rule.

425. Is there any penalty attached to breaches of discipline?—Yes; the Civil Service Act provides for that, a clerk may be suspended.

426. When a clerk is suspended, does he as a rule lose any part of his salary if he is re-instated?—He does as a rule.

*By Mr. Brunel :*

427. Has this rule ever been enforced in your Department?—It has not to my knowledge.

428. Has there ever arisen any case in your Department in which the Service would have been benefited by enforcing it?—There has been only one such case in my Department since I entered office; a clerk who was suspended had, I considered, forfeited his pay for a month; he, however, was allowed it under such circumstances that it is a question whether it was not better for the Department to make the allowance in his case.

*By the Chairman :*

429. Do you not believe that if the penalty was regularly enforced it would be desirable, and that it would have a beneficial effect on the Service?—If it was understood that this penalty was to be enforced, it would have a very good effect in the Service.

This concluded Col. Panet's evidence.

Mr. JOHN DEWE, Post Office Inspector, was examined.

*By the Chairman :*

430. What is your position?—I am Chief Post Office Inspector.

431. How long have you been in the Service and in your present position?—Thirty-seven years in the Service; ten in my present position.

432. Will you be good enough to state your opinion as to the expediency of establishing competitive examinations for first admission into the Civil Service of Canada that shall be imperative alike on the executive and the candidates for employment?—I could not answer on the spur of the moment, and will reply at a future time. (The answer put in is as follows):—

To the various questions put before the Chairman of the Civil Service Commission to which I did not care to reply at the moment, I beg to make the following reply:—

These questions embrace two leading and important points for consideration:—  
The first—What is the best mode of selecting employes for the Public Service?—The second—What is their proper mode of treatment after selection?

As regards "mode of selection," taking it for granted that the object is the employment of the best and most efficient men, I think the principle of competitive examination would prove equally advantageous in Canada as experience (the surest guide) has shown it to be in England. The competitive examination to be open to all young men, say between the ages of 16 and 25, who could furnish certificates of physical health, moral character, intelligence and education.

The certificates as regards physical health to be signed by a medical man, and as regards moral character, intelligence and education by two or more citizens of recognized standing—it being optional with the candidate to submit at the same time such other testimonials as he may desire to furnish.

The examination to be conducted by thoroughly competent and independent men, and to embrace such subjects as are included in a common school education, such as spelling, reading, grammar, writing, composition, arithmetic, geography, history and elementary science.

The candidates, however, should they desire it, to be open for examination in the higher branches of education, as also in drawing, short-hand, telegraphy and other subjects, a knowledge of which might, in the event of their appointment to certain positions in the Civil Service, be found necessary or useful.

Regard should also be had to any special qualifications which the candidates may possess for particular duties in any branch of the Public Service.

For the sortation of letters and papers in a post office, for example, a good memory is essential; for correspondence, a good hand-writing and a facility for composition; for book-keeping and accounts, a good hand-writing, knowledge of figures, and rapidity of calculation.

It should further be borne in mind that the qualities most needed are good practical ability, intelligence and industry, and that these qualities, combined with a fair common school education, are much more likely to make a valuable public servant than a high class education where these qualities are deficient or altogether wanting.

I feel it right, however, to add, in connection with the question touching on the point, that a superior educational training should have the general effect of increasing the power for acquiring and assimilating knowledge and promoting the general efficiency of the candidate.

If, on account of political considerations, the principle of competitive examination to the complete exclusion of what has hitherto been known as patronage should be thought difficult of application, I think that a thorough and effective examination should be made an essential condition of employment in the Civil Service; and this, if systematically carried out, would, I believe, go far towards improving its organization and condition.

As regards the mode of treatment after selection, I would respectfully suggest:—

That each clerk on appointment should be considered as a probationary clerk.

That at the end of a year, provided no reason exists for earlier action, his immediate head should report on his conduct and efficiency.

That if found incompetent, satisfactorily, to perform the work assigned to him his services should be dispensed with.

That if found thoroughly competent to do the work assigned to him, he should be placed in the lowest class, in which he would receive say \$400 per annum, with a yearly increase of \$50 until he attained a salary of \$800.

That the annual increase of his salary should depend entirely on the satisfactory performance of his duties.

That any clerk selected on account of his efficiency for the performance of higher or more responsible duties, should be advanced one, two, three, or more, years as regards length of service, so that he would obtain a larger increase to his pay than he would have received by the ordinary annual increment; it being understood, however, that in the selection of the clerk to whom such higher duties may be assigned, the principle of seniority, other conditions being equal, shall be strictly adhered to.

That no clerk should be promoted from a lower to a higher class, unless he had obtained a thorough knowledge of the work in which employed, and proved himself capable of satisfactorily performing such higher class of duty as might be required of him.

That each clerk should be afforded opportunity of studying and becoming thoroughly conversant with the practical operation and detail of work in the department in which he may be employed, so that he would be able not only to do the particular duty assigned to him in an intelligent manner, but render himself competent to fill the higher positions in which vacancies might arise.

The advantages of this system would be:

That all would enter the Service on the same footing.

That each clerk by good conduct and a satisfactory performance of his duties, would be sure of obtaining for the first eight years of his service, an annual increase of \$50 to his income.

That by the hope of a more rapid advance and promotion to a higher class, emulation would be excited, and such good qualities as each clerk might possess stimulated and developed.

That the able and industrious would fill the higher positions, do the more important work and receive the higher pay, while men of inferior capacity would be confined to the lower positions, do inferior work, and receive a lower compensation.

Some such plan as the above would, I believe, if fairly carried out, effect in the course of time a vast reform in the Civil Service of the Dominion, greatly reduce its cost, raise its standard as regards ability, and secure the permanent services of good and efficient men.

433. What is your opinion as to the value of exacting probation from clerks?—I think it is very well to have probation, because it is very necessary to know what a man is and what he can do.

434. Have any of what may be called the *prize* appointments in your Department been given to outsiders or to men who were comparatively new in the Public Service?—Yes; that has been the case.

435. Was that because there was no one in the Service fit to fill the place or places?—No; certainly not.

436. How do such appointments affect the efficiency of the Service?—Generally speaking, I should say they have a very bad effect on the efficiency of the Service.

437. How are post office inspectors selected: Are they generally men who have previously acquired experience in the other branches of the Post Office Service?—No; not recently.

438. Do you think it would be an improvement on the present system if this class of officers were subjected to competitive examination?—I think to a certain extent it would, but I would have the selection of such men rest chiefly on their antecedents and on their capacity for the work they would have to perform.

439. What qualifications do you consider essential for a post office inspector?—Experience in, and a thorough knowledge of all the details of, the Service; industry, intelligence, good judgment, firmness of character and tact.

440. Will you be good enough to state, in some detail, the nature of the duties performed by post office inspectors?—They have within their respective divisions superintendence of the postal service, including the railway mail service; they inspect the offices under their charge; make enquiries into all applications for new offices; establish new offices when sanctioned; enquire into applications for changes

in mail service, and into cases of the loss of, or abstraction from letters; investigate irregularities of all kinds; make out mail contracts; make out postmasters' bonds; prepare, each quarter, pay-lists showing amounts due to each contractor within their division; and generally attend to anything else requiring their supervision.

441. Would not previous employment in the Service and promotion step by step be a valuable means of educating an officer for employment as inspector?—Certainly it would.

*By Mr. Taché :*

442. Is or is not your present staff of inspectors efficient, and is or is not that part of the service well performed?—I think, generally speaking, the inspectors are fairly efficient. As to the service, in some divisions it is very efficiently done; in some others not quite so efficiently.

443. What are the principal duties of a postmaster in such a Post Office as Toronto or Montreal?—His principal business is having general supervision of all the duties of the office, correspondence, the preparation of reports to the Department, the signature of official accounts, and the enquiry into any irregularity which may occur in his office.

444. As a rule, have these appointments been given to persons who have previously been in the Service, or have they more frequently been given as a reward to active politicians?—Of late they certainly have been given to outsiders who have had no previous connection with the Department.

445. Has the possession of some special knowledge of post office business heretofore been considered as an indispensable qualification for such appointments?—No; it could not have been when men were appointed who knew nothing about the business of the position.

*By Mr. White :*

446. Do you think it would tend to increase the efficiency of the Service in City post offices, if, when vacancies occur in the class of sorters, they were filled by the selection of qualified letter carriers instead of by men from outside, who have had no post office training?—Most decidedly I think so.

447. In a communication addressed by the Secretary of the General Post Office, London, to the Civil Service Inquiry Commissioners, dated July, 1875, it is stated that as regards postmasterships to which the Postmaster General appoints, of which class there are about 280, with salaries ranging from £100 to £1,000 a year, the appointments are made by selection from the ranks of the whole Post Office Service; do you think it would tend to increase the efficiency of the Post Office Service in Canada if appointments to postmasterships of incorporated towns and cities in the Dominion were made upon the same principle?—I believe it would.

*By the Chairman :*

448. Are there not now officers in the service of your Department who are so efficient in qualifications that they could hardly be expected to act as Messengers?—cannot call any to memory at present.

449. Have you any duties in your Department that require knowledge of a technical character?—Yes; for instance, there is a draughtsman attached to my office who prepares maps, and he must have technical knowledge.

*By Mr. Barbeau :*

450. Is the increase of staff, for two or three years back in your Department out of proportion with the increase of business? This alludes to Outside Service?—Referring to the whole Outside Service, I think it is.

451. Please say in what manner?—I think that in some divisions there are more Railway Mail Clerks than are necessary. I also think that in some of the inspectors' offices there are more clerks than are required.

452. Could you state how many such clerks you have, and to what class they belong?—I could not state that without further enquiry. [The further reply of Mr. Dexte is as follows:—I am unable to state how many clerks are at present employed in the Outside Postal Service more than are actually necessary for the performance of the work required. I believe, however, that a reduction could be made, both in

the number of railway mail clerks and the number of clerks employed on the staff of some of the inspectors, without in any way impairing its efficiency.]

453. Have you any clerks in the Outside Service, who from old age, bad habits, or continued sickness, have become unavailable for useful purposes?—I will answer that in a future communication. The answer is as follows:—There are clerks in the Outside Service whose efficiency, by reason of old age or bad habits, has been greatly impaired, but who, perhaps, could not be considered as altogether unavailable for useful purposes.

454. Have young men been appointed who, from want of education or strength of constitution or general unfitness, have not made and will never become efficient public servants?—I recollect at the moment some cases in which such appointments have been made in the Outside Service. I think some of the parties have left the Service. I think nearly all have been got rid of.

*By Mr. White:*

455. Do you think that, as a rule, the junior clerks in City-Post Offices are sufficiently well educated to enable them to perform their duties satisfactorily?—I think so, as a general rule. Of course there are some who ought not to be there; but generally their education is fitting for the work.

*By the Chairman:*

456. Are any of the officers or clerks in your Department engaged in business outside their office, and for which they receive payment?—I cannot call to mind at the moment any cases of that kind.

457. Is there any penalty attached to breaches of discipline?—In some city offices small fines are imposed for breaches of discipline, or omission to perform duty, or carelessness or irregularity.

*By Mr. Barton:*

458. Have promotions been given to seniority or to merit?—As a general rule promotions have gone by seniority or length of service.

459. How, to your mind, should promotions be made so as to be beneficial to the Public Service and encouraging to meritorious officers?—I could answer more satisfactorily on consideration. [The answer to this is in the paper furnished in reply to 44.]

460. Do you not think that increase of salary should be given to merit only?— [The answer is in the paper furnished in reply to 44.]

461. Has the Civil Service Act been observed in your Department as applied to the Outside Service?—In some respects it has not.

462. Do you think a methodical record of each employe's character and efficiency, which should be considered when his promotion or increase of salary is under consideration, would have a beneficial effect?—I think so.

463. Do you not consider that a scale of salaries increasing from a minimum to a maximum by an annual increment for each class has any advantage over a scale fixing the salary of each class at a given amount without reference to length of service in the class?— [Answer embodied in reply to 44.]

*By the Chairman:*

464. Do you think the salary should be low in earlier years of service, and rise more rapidly as the clerk gets older, his responsibilities in life increase and the value of his experience becomes greater to the Service?— [Answer embodied in reply to 44.]

465. Have you any knowledge of the operation of the present superannuation system?—I have never studied or thought much of the matter.

466. Are there within your knowledge any cases of injustice or hardship in the operation of that system?—I cannot call to mind any.

467. What, in your opinion, are the merits of a system of Superannuation?—I think the principle of superannuation is good; it is a reward for long and faithful service, and an inducement to remain in the Service.

468. Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased Civil Servants?—I think it would.

469. Do you think it practicable to combine with a system of Superannuation such, for instance, as that now in operation in Canada, any plan for giving an annuity to widows and children of deceased officers of the Civil Service without imposing either upon the Government or upon the members of the Service so heavy a tax for its support that neither the Government nor the Civil Service would be willing to bear it?—I am not prepared to answer that question without much consideration.

470. Have you had any occasion to consider the operation of pensions to wives and children of deceased public servants in other countries?—No.

*By Mr. White:*

471. Do you think that there would be any difficulty in selecting from the ranks of the Post Office men fully qualified to fill the highest positions in the Outside Service of the Post Office?—No; I think there would be no difficulty whatever.

The Commission adjourned at 6 p. m.

FRIDAY, 27th August, 1880.

The Commission met at 10.30 a. m.

Mr. DWYER'S evidence was continued.

*By the Chairman:*

472. You state that the examination of candidates should be conducted by thoroughly competent men? Do you mean a Board of Commissioners composed of men free from political bias?—Certainly; and free also from any political influence. As to their appointment, I should like to see the Board appointed as the Auditor-General is appointed, so that it should be as free as possible from political influence.

473. Should all appointments for the Civil Service be vested in these Commissioners, and should they be responsible therefore?—All probationary appointments certainly should; the subsequent confirmation of such appointments being dependent on the report of the superior officer. I should like to see the Civil Service Commission as free as possible from the influence of the administration of the day; and would strongly recommend any plan by which this end could be attained. It might possibly be accomplished by the appointment of the Commissioners in the same way as the appointment of the Auditor-General.

474. Under such a system as you have described in your answer, in whose authority should the dismissals be put?—By Order in Council.

*By Mr. Brunel:*

475. Is it not as necessary to remove the promotion of civil servants beyond the influence of politics as it is to keep first appointments clear of such influences?—Certainly.

476. How would you obtain a reasonable certainty that such promotions would not be given for other considerations than established merit?—You must depend on the honesty and fairness of the proper officer in making these recommendations. I do not see what guarantee could be obtained against the possibility of these recommendations not being placed fairly before the Government.

477. Are you quite satisfied that Deputy Heads of Departments can be kept clear of extraneous influences?—At present I do not think they can be.

478. Why would not the machinery that would be afforded by the establishment of such a Civil Service Commission as you suggested be utilized as a sort of buffer between the chief officers of Departments and any undue stress that might be put upon it?—I think it possible it could be; but that is a matter that would, of course, require a good deal of consideration.

*By Mr. Minto:*

479. Supposing Commissioners were appointed as mentioned by you, would it not tend to regulate promotion by merit, and be a security against its abuse if the following system was adopted:—When there is a vacancy in any class the chief clerk,

or other immediately superior officer, should furnish the Deputy Head of the Department with a return of the names of a certain number (in no case less than three) of the clerks at the head of the class below, accompanied by a special report upon the services and qualifications of each. In case there should be in the lower ranks of the class any man of merit decidedly superior to those above him, his name, with a note of his qualifications, should be added. The Deputy Head should make what remarks he thinks proper upon the list, and should then submit it to the Minister to select the person to be promoted?—I think that plan would tend to the selection of the best men for promotion.

This concluded Mr. Dewe's evidence.

Colonel POWELL, Adjutant-General, was next examined.

*By the Chairman :*

480. What is your position?—Am Adjutant-General.

481. How long have you been in the Service and in your present position?—Since April, 1875; prior to that I was Deputy-Adjutant-General from August, 1862.

482. The administration of the Militia Department embraces civil as well as military duties?—It does.

483. Do the duties of your office appertain to both: Will you kindly state to the Commission the nature of the duties you have to perform?—I am the channel of communication between the force, the Military College, the Schools of Gunnery, and the Department, and have a general supervision of the militia throughout the Dominion. My duties include those which in other countries are subdivided among the Adjutant-General, Quarter-Master-General, Medical, Commissariat, Clothing and Transport Officers. The detail would occupy a good deal of space in the statement. I may refer to the Report of Sir Selby Smyth for 1877, p. 23, for fuller particulars. The military portion of the Department is analogous to that which prevails in England between the War Office and the Commander-in-Chief.

484. How are first appointments made in your Department?—They are made by Order in Council on the recommendation of the Minister, in the Inside Service; and the same rule applies to all the Staff in the Outside Service. The militia appointments throughout the country are made on the authority of the Minister.

485. Is there any examination for admission or promotion in your Department?—All the clerks in the office are governed by the rules of the Civil Service, but are not subject to any examination so far as my branch is concerned. In the active force all officers have to qualify by examination for promotions. The regulations under which they have to qualify are published in the militia regulations. See Para. 69 to 84.

*By Mr. Barbeau :*

486. Is the Board of Examinors considered quite independent of influences of a departmental or political kind?—Yes.

*By the Chairman :*

487. Do you not believe that a competitive examination applied to your Civil Service Department, regularly and effectually administered, would be very beneficial?—I dare say it would in many cases, but it would not be effectual in my office, where technical knowledge is to some extent necessary. I refer, of course, to the educational test. The examinations for the militia force are not wholly of an educational nature, but appertain to the nature of the duties to be performed by the persons examined.

*By Mr. Brunel :*

488. What are the technical subjects of which a knowledge is required by employes in your branch of the Service?—They should have a knowledge of military subjects. It does not follow that a good copyist will make a good administrative officer.

489. Cannot technical knowledge be ascertained by suitable examination carried on with that end in view and by competent persons?—Yes.

*By the Chairman :*

490. Do you think that competitive examination in the civil branch of your Department, conducted by competent examiners, having in view the duties which the candidate may have to perform, would improve it?—Yes; I think so, decidedly.

*By Mr. White :*

491. Do you think that if the clerks in your office were thoroughly examined in such subjects as you might prescribe before appointment, and only such appointed as passed satisfactorily, you could reduce the number of your staff?—Yes; I think so.

*By the Chairman :*

492. Have you a larger number of officers in the Inside Service than are required to carry on the work of the Department?—As now qualified, I do not think so.

493. Have you any officers in the Inside Service who are unfit for service from ill-health or any other cause. Have you any such in the Outside Service?—I am not aware of any who are wholly unfit.

494. Are the salaries paid to the employés in your Department fairly proportioned to the duties performed by the clerks or others to whom they are paid?—Yes; I think so; so far as the existing system permits.

495. Are there any officers in either branch that you would recommend to be placed on the superannuation list, or whose services might, with benefit to the Service, be dispensed with?—No; not at present.

496. What is the practice as to promotion and increase of salary?—It is the same as applies in the Civil Service generally.

497. Are promotions and increases of salary always made on the ground of merit?—It should be so.

*By Mr. Tacht :*

498. Are we to understand that your opinion is that each Department has to be administered by a class of officers differently chosen on account of the various duties entrusted to each of them, and to each branch thereof?—Yes; I think so, decidedly.

*By Mr. White :*

499. Is it the practice in your Department to assign special duties to the clerks of the first and senior second class, or do these officers attain their classification and salary by mere length of service?—As a rule they do by length of service.

*By the Chairman :*

500. Are promotions made from officers already in the Service, or are outsiders sometimes appointed to vacancies which might efficiently be filled by those already in the Service?—We have only had two appointments in the Inside Service in six or seven years, and they have been from the outside world; we had no one in the Department to fill these positions. In the Outside Service there has been no increase to the staff, nor has there been any occasion requiring an increase.

*By Mr. White :—*

501. Is it the practice in your Department (Inside Service) to require from you any report as to the efficiency and character of a clerk prior to his promotion to a higher class?—Yes; certainly.

*By Mr. Brunel :*

502. How was the superior fitness of the gentlemen who were appointed from the outside ascertained or vouched for?—I have no knowledge of that; I asked for assistance in the Department and had to remain content with the gentlemen who were appointed.

*By the Chairman :*

503. With a proper system of examination for first entrance into the Service do you not think that you would then secure the best material for filling vacancies when they occur, and that the work of your Department would be more efficiently and economically performed?—Yes; I think so.

*By Mr. Barbeau :*

504. I see from a report furnished the Commission that Military District No. 8 is composed of 3,287 men; No. 9, 4,800; No. 10, 310; No. 11, 354; No. 12, 1,062.

Is there at the head of each of these Districts a staff of officers like that of other larger Districts?—Yes; Nos. 8 and 9 have a Deputy Adjutant-General and a Brigade Major; Nos. 10, 11 and 12 have only a Deputy Adjutant-General. The strength of the force in each of these Districts is the quota for each based on population, but, owing to the extent of territory, it is considered that an officer of experience should be retained in each of these Districts.

505. Is there much difference in the expence of the smaller and larger Districts as regards pay of staff and officers?—The proportion of the expence of the staff in the larger Districts as compared with the force would be less, of course, than that in the Districts having a smaller force.

*By Mr. White:*

506. Do any of the officers connected with your Department require to travel in the performance of their duties: If so, what is the allowance to these officers when travelling?—All the officers connected with the military branch of the Department require to travel in the performance of their duties. Their transport and hotel expences are paid whenever employed on the Public Service. The General and his Aide-de-Camp are allowed their transport expences, and they have a fixed allowance per diem for hotel expences: \$5 for the General and \$3 for the Aide. The officers are required to certify in every case that the expences claimed for have been actually and necessarily incurred in the Public Service.

This concluded the evidence of Col. Powell for the day.

### THE TORONTO POST OFFICE.

TORONTO, 15th September, 1880.

The Committee met at the Post Office on Wednesday, September 15th, at 10 a.m.

Present:—The Chairman, Mr. Branel and Mr. Mingaye.

507, 508. Mr. Matthew Sweetnam, Post Office Inspector of the Toronto division was requested to attend before the Committee. He was requested to furnish a list of the clerks of the Department, the date of entering the Service, their ages, duties and salaries. Mr. Sweetnam detailed the duties of his office and the extent of his jurisdiction; also, gave information as to the duties of railway mail clerks and their allowances.

509. Mr. Sweetnam has been in the Post Office Service since 1852. His first appointment was at Toronto, that of Assistant Postmaster. On 13th June, 1857, was appointed Post Office Inspector of Kingston Division. On 1st July, 1870, was made Inspector of the Toronto Division.

My duties as Post Office Inspector may be summarised as follows:—

A general superintendence over the several post offices and the mail service within the Toronto Postal Division; to examine and report upon applications for new post offices, for increased mail service, Money Order and Savings Bank offices; to investigate complaints made against postmasters, mail contractors and other post office employés; to examine into cases of losses or supposed losses of letters and mails; to open new post offices, and to transfer post offices to newly appointed postmasters; to instruct postmasters with reference to their duties, and to see that these duties are properly performed; to arrange for the proper performance of travelling post office duties, and to superintend the operations of the railway mail service, including the railway mail clerks connected therewith. Bonds supplied by the postmasters and contracts by the mail contractors are prepared in this office; the mail contractors' pay lists and vouchers are also made out; cheques are issued from this office to money order postmasters who are not supplied with bank credits for the payment of money orders drawn on their respective offices, and a variety of other routine post office work.

In connection with these duties, I have the assistance of an Assistant Inspector and six other clerks. The office work, in which I am assisted by the staff alluded to, represents a very large correspondence with the Postmaster General's Office, the postmasters, mail contractors, railway mail clerks and the general public within the bounds of the Toronto Division.

The inspection of post offices and other outside duties require my absence in various parts of the Division from ten to twelve days per month.

510. Appointments to my branch are made by the Postmaster General after application from me, in case of vacancy. Notice is sent to me from the Department of the person who is to fill the vacancy.

I do not think the persons appointed are, as a rule, appointed for special qualifications for their required duties.

511. If the person appointed proved incompetent I would report to that effect to the Head of the Department, unless I could find a place for him that would be in keeping with his abilities.

512. I have not had too many on my staff at one time. It is not often that I have to request additional clerks, and men are seldom sent without being asked for; sometimes, however, that has occurred. I only remember one case of this kind recently.

513. My staff at present embraces the Assistant Post Office Inspector and six clerks. The work could not be properly done with a smaller staff. Three of these clerks are capable of performing the general duties of the office; the other four serve as copyists and in the performance of routine work. It would be of decided advantage if a larger proportion of the clerks were educated men and thoroughly competent to deal with the work of an inspector's office.

514. The chief benefit would be to relieve the other and older men of much onerous work, and to equalize the labor of the office.

515. In view of the peculiar duties assigned to the Post Office Inspector's Office, it is of great importance that the clerks should be persons who have had considerable experience in post office work, for without a post office education they are not in a position to understand and deal with the various matters of detail handled in the Inspector's Office. In addition, the selection of clerks in the Inspector's Office from city post offices and the railway mail service, would afford the opportunity of selecting competent men for the performance of the exceptional duties alluded to.

516. I think an examination previous to appointment would be of service. At present there is no such test at all.

517. Three of my clerks are fitted for their work; the other four are scarcely fit for the higher duties of the office. These latter were appointed without reference to qualifications so far as I know.

518. The salaries are correctly adjusted in my branch with reference to duties. I see to that. Most of the appointees come in on the lower salaries.

519. If one of the better qualified men before referred should drop out, under the present method of appointment a new man of very slender qualifications might be appointed to fill a vacancy on the staff, but he would not necessarily take the salary of his predecessor, nor perform his duties.

520. There is but one man on the staff that I am inclined to refer to as being incompetent from any cause. The gentleman in question, for the past three years, has been in very poor health and has not been able to perform any reasonable measure of duty during that period. He is himself quite willing to be superannuated, I think. If this were done, none of the three junior clerks are competent to perform the duties which are assigned to the clerk referred to. The duties of this office are now distributed among senior clerks, I taking my share of them.

521. In filling a vacancy of the kind mentioned, I would first ask for the standing of the candidate at a competitive examination. My next step would be to ascertain if he had any previous post office experience. If he had, I would find out how far his knowledge of this work extended; and then I would be governed somewhat by the general appearance of the man. I would undoubtedly take the man who seemed to

me to be the most competent, and who had the most post office experience. It would be difficult to find a fit man for an inspector's office without previous post office experience.

522. My opinion is that a system of promotion in the Service which would prevent the unnecessary introduction of outsiders over the heads of fit men, would be a benefit to the Service. Owing to the want of capacity and fitness for promotion, of the three clerks who are junior of the one referred to for superannuation, I would be unable to recommend either of them for promotion to the vacant place, a result which no doubt arises from the appointment of clerks in the first place who have not the ability to deal with the more important duties of the office.

523. I am of opinion that all clerks entering the Service should begin at the lower rank after an examination as to fitness and due probation. As to promotion, I am of opinion that all promotions should be for the special fitness, as well as for past faithful services, of the person promoted.

524. A very safe plan in case of promotion would be for the head of the branch in which the promotion was to take place, to report to the head of his Department.

525. There is no record of zeal and fitness for promotion in my branch, but there is a record of good or bad conduct forwarded periodically to Ottawa. This record would not be the best guide to a decision in case of promotion. A complete record of the conduct and fitness of clerks would be of use in guiding the authorities in cases of promotion.

526. As to the Railway mail staff: On the whole the staff is efficient. The clerks are selected, just as other clerks are, by the Postmaster General. I do not think the present system calculated to give the Service the best men. They are mostly appointed outside, without previous post office service.

527. In regard to the increment of salary, the theory is that it is a reward of good conduct, but it has become almost a matter of course. It is not given, however, invariably for length of service, but a good report and record are required. Clerks generally begin at \$400; it usually takes twelve years to arrive at the position of a 1st class clerk.

Railway mail clerks are paid and classified upon the following scale:—

Class.	On appointment to class.		After 2 years' service in any class of railway mail clerks.		After 5 years' service in any class of railway mail clerks.		After 10 years' service in any class of railway mail clerks.	
	Day duty.	Night duty.	Day duty.	Night duty.	Day duty.	Night duty.	Day duty.	Night duty.
3rd Class .....	\$480	\$600	\$520	\$640	\$560	\$700	\$640	\$800
2nd Class .....	600	720	640	800	720	880	800	1,100
1st Class .....	720	880	900	1,000	880	1,100	960	1,200

This scale was adopted by the Department on the first organization of the railway mail clerk system in 1855, and was embodied in the Civil Service Act of 1857. Since the 1st March, 1873, railway mail clerks, in addition to their ordinary salaries, have been allowed one-half cent per mile travelled while on actual duty.

Usually railway mail clerks, after two years' service, are promoted to the second class, with a salary of \$640, and if employed on night duty are allowed at the rate of \$160 per annum. This salary is continued until the clerk reaches five years of service from the date of his appointment, when an addition of \$80 is granted to him. At the

end of ten years' service his salary is increased to \$800, with the rate of night duty allowance also increased from \$160 to \$200.

After twelve years' service a railway mail clerk may be promoted to the first class, with a salary of \$960; and if employed on night duty an allowance of \$240 per annum.

The night duty in this division is only performed on the Grand Trunk east of Toronto; and no clerk makes more than seven trips per month on night trains, so that each clerk at the end of a year does not receive upon an average more than one-half of the night allowance stipend.

528. The difference in the salaries of the mail clerks does not necessarily indicate a difference of the duties performed by the clerks. Those who get the higher salaries have been longer in the service. Those who get the lower salaries know they will obtain the higher salaries, if they conduct themselves in the proper time. A fair proportion of railway mail clerks could be made country postmasters, and would be fit for promotion in the Department in other branches. The hope of such promotion would be an additional incentive to industry and good conduct. The present grading of the salaries has a tendency to bring in young men, and that is desirable.

I do not think that it would be advisable to have the service done by clerks all on the same salaries.

529. The prizes of the service should certainly belong to the service itself, and should be given for proved merit.

530. To make the railway service a field for promotion from the post-office would be difficult. The bulk of the city post-office clerks would, if they could, enter the railway mail service.

531. The work of the clerks in the railway mail service is done under severe pressure. A railway mail clerk on the principal lines is forced at times to do in one hour what a city post office clerk would take two hours to perform.

532. The salaries paid the railway mail clerks, no doubt, involve the consideration of the risks of the life and the high pressure of the work.

533. The work of the clerks on some roads is not so hard as on some others. A thousand miles per week is considered as much duty as a clerk should be required to perform. The night service is especially severe on the clerks. The day's and night's work is usually a very long one on the principal lines. Night allowance is given to clerks who are on duty on night trains in addition to salary, according to the rules of the Service. The health of the men need not necessarily be injured. As a rule, the clerks are in good health.

534. There is no provision for pension in case of accident. The men must take the risks of the life. The Department does not stop the pay of men temporarily injured in the Service.

535. In the railway mail service at least two distinct classes should exist to preserve the practice of promotion for faithful service.

536. A system of fines and penalties for misconduct and breaches of discipline would be a proper and prudent system to adopt in the post office service. I have never known any case of permanent reduction of rank for misconduct. I have known one case of temporary reduction of rank; it worked admirably. The money fine is, in my opinion, the best means of preserving discipline.

537. The hours of service in my office are from 9:30 a.m. to 4:30 p.m.

538. An attendance book is kept in the office. It is a useful record of attendance.

539. None of my clerks are engaged in business other than that of the Department.

540. The system of superannuation at present existing seems to me to be a very useful means of retaining men in the Service. As a measure of economy, it enables the authorities to get rid of inefficient men to whom full salaries were paid, but who were not capable of giving efficient work.

The Committee adjourned at 6 p.m.

THURS DAY, 16th September, 1880.

The Committee met at 10 a.m.

Present—The Chairman, Mr. Brunel, and Mr. Mingaye.

Mr. T. C. PATTESON, Postmaster of Toronto, was examined :—

*By the Chairman :*

541. How long since you were appointed?—A little more than a year and a half.  
542. Can you give the number employed in your office of various classes of clerks and carriers?—The postmaster and his assistant and forty-two clerks of the 1st, 2nd, 3rd and 4th class. Five 1st class, nine of the 2nd, twenty of the 3rd, and thirteenth of the 4th class; the superintendent and assistant superintendent of carriers and forty-four carriers under them; a caretaker and assistant caretaker; four porters.

543. Do you find the number larger than is necessary for the duties to be performed?—Certainly not. We have, on post office work, to keep on duty a staff equal to the maximum strain. The public cannot be kept waiting for letters. A distribution that could be done in an hour by four hands must be done in half an hour by eight hands. The work is and must be done with a rush. This applies to outgoing as well as incoming letters. It may be said that a private firm could do the work with less hands, and perhaps that is true; since it seems to have been adopted as a principle by Government that eight hours a day is a full day's work for a Government clerk.

*By Mr. Mingaye :*

544. If clerks in the post office were required on appointment to work twelve hours per diem instead of eight, at the same salary, and with the same chances of promotion, would there be any difficulty in getting such clerks?—We should, in my opinion, get a lower class of clerks. There are men who would accept positions on any terms. The senior clerk in the post office has been over 25 years at the work and has only a salary of 1,400 per annum. Under these circumstances a very good class of men cannot be expected to apply for clerkships, and if such get into the Service they frequently resign.

*By Mr. Brunel :*

545. Is there any valid reason why higher promotion in the post office service should not be open to the senior clerk and others who are qualified?—The only reason that I am aware of is that high prizes are rare in this country, and any Government requires political patronage.

546. Do you think the exercise of such patronage for political objects has either a good or bad effect in the quality of the material entering the Service?—I do not think it would occur to any young lad entering the Service to consider that he might be made postmaster. That consideration might effect his remaining in the Service.

*By the Chairman :*

547. Have you any clerks who, from any cause such as old age, bad habits, indolence or incapacity, are unfit for their duties?—No; I think not. There are some carriers whom I have recommended for superannuation, but my recommendation has not been carried out. The men are over the statutory age for service.

548. Are the salaries paid to the various clerks in the different classes in proportion to the duties performed?—No; rather in proportion to length of service. I mean that there may be four men doing precisely the same work and all drawing different salaries, the senior drawing the most money.

*By Mr. Mingaye :*

549. Are clerks in your office raised from time to time from 3rd class to 2nd class, and afterwards to 1st class, and are the 1st class clerks receiving the higher salaries placed at work in any way different to that done by 3rd class clerks, or are their services of any more value than that of a good 3rd class clerk?—There are in-

stances in which a 1st class clerk is doing the same work as a 4th class clerk, and his services are of no more value than those of the latter. The work of the office is too uniform to avoid something like this occurring. Promotion arises, as a rule, purely from seniority. There are places in the post office to which, when men are appointed with regard to fitness, the step is looked on as promotion.

*By the Chairman :*

550. What have been the ages of the clerks recently appointed to situations in your office?—Shortly after my own appointment I wrote to the Department urging that only lads from 17 to 21 should be appointed as clerks, as I found the work was chiefly manual, and could only be efficiently learned by very young men. All the appointments recently made, with one exception, have been of lads about 20 years old.

551. Why could not the work of the office be so distributed, that the salary should be proportioned to the duties performed?—Those engaged at higher class work are very few. What I have said before as to promotion by seniority and increase of salary applies to this. It would be impracticable for a Government to substitute young men for older men, and send the older men adrift.

552. The tendency of the present system of promotion and increase of salary by seniority, without reference to merit, must be to increase the general expense unnecessarily. But from what you have stated, your opinion is that it is impracticable to make any reform, although it might be practicable in the business of commerce and banking. What course would you adopt if your establishment were that of a private individual?—I have no doubt, if the establishment were my own I could have the work done quite as efficiently at far less expense; but it would involve a pushing and urging of men at their work, and a fixed system of driving unknown in Government Offices; the feebler hands would be dismissed without compunction, and only first class, live, energetic men retained; all of which I think quite impracticable in a Government Office. I can only exact such a measure of work from a man as he is naturally inclined to give. I do not think the clerks in the Government Office, consistently with the principles adopted, could be expected to work better than they do.

*By Mr. Brunel :*

553. Could not a great deal of the economy you have referred to be brought about by establishing a more business-like method of bringing in recruits, and by making increases of salary and promotions contingent on efficient performance of duty?—I think the recruits that have joined in my time have been as good as would be got by any other system that is in vogue. I mean, that there would be a percentage of inferior workers among those highest in a competitive examination. I can imagine very good recruits coming from a system of probation, provided the clerks' first engagement were for an absolute term of twelve months, then terminable in default of a certificate of fitness.

FRIDAY MORNING, 17th September, 1880.

MR. SWEETNAM recalled :—

*By the Chairman :*

554. Could you make a reduction in the number of railway mail clerks or in the staff of your own office without in any way impairing the efficiency of either?—I will look into the matter of the railway mail service. I am quite clear I could not do so in my own office. We have to keep a few extra railway mail clerks in the Service so as to provide for absence and other contingencies.

555. How about the discipline in your Department—is it good? What means do you take for correction in case of need?—The discipline is very satisfactory, both as to my own office and the railway mail service, and the Department gives the inspector sufficient power to maintain efficient discipline. As to means of correction, I have found no need to take measures except in cases of tipping, and then a fine

was recommended. In all other cases an ordinary remonstrance and caution were found to be quite sufficient.

*By Mr. Brunel :*

556. Is an official record regularly kept of the manner in which the employes under your control perform their duties?—There is a return, known as Conduct Return, sent to the Department monthly, a copy of which is kept in my office; and when any special cause arises, a separate report is made to the Head of the Department, in which any special act of misconduct is fully set forth.

557. Are reports made to the Department of any misconduct on the part of employes, and is the making such reports optional with or imperative on the superior officer?—I only report specially when, in my judgment, the case seems to require it.

558. As regards the present mode of making first appointments to the Service, and of promotion therein—do you not believe that it could be improved and that a reform is needed?—I am very strongly of opinion that an examination before appointment, and a term of probation after appointment, would be very beneficial to the Public Service; during the probationary term and before the permanent appointment is made, suitable examinations should take place to determine the ability of each candidate; and with the further effect of having posted him with respect to the duties which would be required of him.

559. Would it be a competitive or only a pass examination?—A good pass examination would be preferable to the present method of appointment; but a competitive examination, if it could be properly carried out, would be infinitely the best for the Service. I have for a length of time given some attention to this subject, and have no doubt as to the beneficial results to the Civil Service which would flow from competitive examinations.

560. Where things are equal, do you think a well educated young man more likely to make an efficient clerk in your branch of the Service, than one whose education is defective?—There can be no doubt of it.

Mr. JOHN CARRUTHERS, Assistant Postmaster, examined:—

*By the Chairman :*

561. An Assistant Postmaster of Toronto.

562. How long have you been in the Service?—I entered the Service 1st May, 1872; and began as a clerk in the office.

563. What are your duties?—My duties involve a general supervision over the whole staff, a portion of the official correspondence of which there is a large quantity, an attendance on banking business and other miscellaneous duties.

564. I have personal knowledge of the staff of the office.

565. How is the present staff in the office,—have you more clerks than are needed?—We have not. Our work varies very much. In summer we are slack of work. In winter we are more driven. There are also certain days in the week on which the clerks are more driven than on other days. I think it would be a good thing, and practicable, if there were supernumerary clerks appointed at the call of the Department whenever the work required additional assistance.

566. Have you any clerks in your office who are not capable of performing their duties efficiently from any cause such as old age, intemperance, idleness, or general incapacity?—No; I do not think we have any such. We have one or two men advanced in years, but they are efficient still.

567. At what age do the clerks in your office usually enter the Service?—The age varies considerably. All our best men came in young, from 18 to 25 years of age. No man should be appointed older than 25. Young men acquire a facility for handling letters that older men never attain to.

567a. At what rate of salary do they first enter?—At \$360 per annum.

568. Have you men doing the same duties at different salaries?—That is the case.

569. Do you not consider that there is something wrong in paying some clerks higher than others performing the same duties?—That is also the case; but it is hard to rectify it. Our clerks begin at a small salary and get an annual increase. The abilities of our clerks increase with years and practice. It takes two or three years to make a good sorter.

*By Mr. Brunel:*

570. Do the young men who learn their duties quickly obtain increase of salary or promotion more quickly than those who learn slowly?—No; they do not.

571. Would it be an incentive to efficiency if the increase of salary depended on the quickness with which the necessary qualification for, or satisfactory performance of, the duty is acquired?—Yes, I believe it would; in case you mean to include correctness with quickness, as many may be quick without being correct.

*By Mr. Mingaye:*

572. For a clerk entering your office, say at 18 years of age, what amount of education is required to fit him to enter the Service?—Not a great deal; if he can read and write quickly, and has good eyesight, he is fully qualified.

573. One of your clerks rising to the highest grade attainable—taking his education into consideration—how does his work compare with that of clerks in any ordinary mercantile or law office?—I think they compare favorably.

*By the Chairman:*

574. If increase of salary and promotion depended entirely on merit—and any who may prove incompetent or indolent discharged—could not the work of your office be efficiently performed by a smaller number than are at present employed?—Yes; I think the expenses of the office could be reduced in that way. There is a feeling amongst the men that merit and proficiency do not lead to promotion, and that has a bad effect on the labor of the staff.

*By Mr. Brunel:*

575. Is the work in the office subdivided into branches or sections?—Yes; it is. We change the men to different work constantly.

576. Are the clerks who are allotted special kinds of work fully occupied during office hours?—Yes; as a rule. At times there may be slackness when trains are late.

577. What is your opinion as to the expediency of the clerks working a greater number of hours and of making their duties more general, instead of confining them to special branches of duty?—I think if a man works conscientiously for 8 hours he does a good day's work. Sorting papers is very laborious work. A man should not be kept at this work more than four hours. After that he gets wearied and careless, and will make a larger percentage of errors.

578. Can you suggest any method by which the business of this office could be done with fewer employes?—The only way would be to increase the hours of labor. There is no other way it could be done, in my opinion, unless I had the choice of the men myself and could pick out the best workers.

*By the Chairman:*

579. Could it not be done under a system of promotion and increase of salary from proved merit, by which the quality and efficiency of your staff would be improved?—Yes; I think so.

*By Mr. Brunel:*

580. Would a young man who had acquired a good common school education be more likely to become an efficient clerk than one of the same age who had barely succeeded in learning to read and write a fairly legible hand?—I would prefer the young man, of course, who had the best education.

581. Do you think it would increase the efficiency of your staff if by some process of competitive examination the less educated lads were excluded?—Yes; I believe it would.

*By the Chairman:*

582. If young men, on first entering the Service, were subjected to an examination before entrance, and permanently appointed, say, after a probation of six months or a

year, would not such a system greatly improve the efficiency of your staff?—Yes, I think it would; that would be an improvement on the present system.

583. You have a large staff of letter-carriers, are they efficient; how are they appointed?—Yes, we have forty-four letter-carriers. There are two men who do not perform any work but who draw full salaries. The carriers are appointed in the usual way. We get notice from the Department of the appointment of a certain man, and that is all we know about it. From twenty to twenty-five is the best age for such men to come into the Service, younger men are not tough enough. The men we have now are a good staff. The ages of the men to whom I have alluded as not doing work are over seventy years. Two of them draw full pay, though they have done no work for many years. They have been faithful servants in their day. One is now bed-ridden.

584. How is the discipline in your office; is it good; what means have you of correction in case of insubordination?—The discipline in the office is under the control of a chief clerk in each room. The conduct of the men is, as a rule, satisfactory. In case of insubordination a report is made to the Postmaster General, and a fine is inflicted. The fine is graduated according to the offence; and on a repetition of a gross offence a clerk would be dismissed from the Service.

*By Mr. Brunel:*

585. Is an attendance book regularly kept?—We keep an attendance book in the office which is properly attended to.

586. Is there an official record of the conduct of the clerks?—A monthly report is also made to the Department concerning the staff, in which conduct is noted. Men who make mistakes, for instance, are reported first to the postmaster. It is his duty to call the clerk before him, and make a report if necessary. It depends on the postmaster whether a report is made or not. The report in such cases is not a matter of departmental duty.

*By Mr. Mingaye:*

587 and 588. Is the discipline, by way of fine or otherwise, exercised at this office under a system emanating from the Department at Ottawa, or is it under a system peculiar to this office only?—The system of discipline is, I think, peculiar to this office. No two offices are, I think, run on precisely the same lines as to discipline.

589. Do you consider a fine for misbehavior of an officer would have a good effect in preventing a repetition of it?—Yes; I think so. The fact that a fine is a matter of record operates to prevent a clerk's promotion, and is, therefore, a strong restraining power.

### CUSTOM HOUSE, TORONTO.

FRIDAY, 17th September, 1880.

The Committee met at 2:30.

Mr. JOHN DOUGLAS, Acting Collector of Customs, was examined:—

*By the Chairman:*

590. What is your position?—Am Acting Collector of Customs at Toronto. Have acted in that capacity since 1st December, 1879.

591. How long have you been in the Service?—About twenty-six years at the close of this year. My first position was that of landing-waiter in Toronto.

592. In what condition did you find the office and accounts on taking charge?—They were all regular, except the want of the money that was missing. The books and accounts were in regular condition; no confusion at all, except that the cash-books had not been written up for three or four days previously. It had been required that a draft should be sent to Ottawa daily of all receipts, the receipts of one day being sent on the day following.

593. How many clerks or officers are employed in the office?—There are fifty-one on the regular pay list, and about ten supernumeraries. These latter are men paid by the day out of the contingent account.

594. Have you a greater number of clerks than are required for the duties?—No; there is at present a want of a clerk to assist in computing.

595. Have you any clerks who are not efficient for their duties from any cause, such as old age, intemperance, indolence or incapacity?—No; the clerks are all efficient.

596. Are the salaries paid in proportion to the duties, or are highly paid clerks performing the same duties as those who receive small salaries?—The most important duties are least paid. The computing clerks are the most important officers in the Department, but their pay is inferior. It has lately been increased, but is still small.

*By Mr. Mingaye :*

597. Are these computing clerks ranked in any class?—No; the clerks in our office are not classed. Our clerks are designated by their duties, and are not classed in the ordinary way of the Inside Service.

*By the Chairman :*

598. According to the pay-list which you have placed before us, then, there are clerks who are paid \$600, four who are paid \$700, two \$1,000, and one at \$1,200. Are the clerks receiving the smaller salaries doing work equally important as those receiving the higher?—Yes, they are; some of them doing even more important work. The cause of this anomaly lies in the method of appointment.

599. At what age are clerks first appointed; and do they enter at the lowest scale of salary and get increased upon seniority?—No; that has never been the case here. Clerks of advanced age, without previous knowledge of the duties, have been appointed at the higher salaries. Some are appointed with, and some without, probation. The salary is occasionally out of proportion to the duty.

*By Mr. Mingaye :*

600. If a clerk, appointed without probation to a salary of \$1,000, is found unfit to do duties commensurate with his salary, how do you place him, and what work do you give him?—We have to find out what he is best fitted for and put him at that duty.

601. Then some of your clerks are receiving larger salaries than they are entitled to, for the nature of the work performed by them?—Yes; that is the case.

*By the Chairman :*

602. Are you obliged to retain clerks, when once appointed, whether fit for their duties or not; and have you the power to have them removed?—We must keep them when we get them. The office has no means of removing such persons.

603. Could not the work of the office be efficiently carried on with a smaller number of clerks, if the proper attention was paid to their qualifications when appointed?—I think in a general way that should be the case.

*By Mr. Brunel :*

604. Has there been any enquiry or examination of parties, before appointment, or promotion, with a view to ascertaining their qualifications?—No enquiry or examination that I know of.

605. Are we to understand that appointments and promotions at this port have been made without due regard to the fitness of the parties for the duties they have to perform?—That is about the case as to appointments. The men are sent, and we have to make the best of them.

606. Is there any established method or rule by which promotions have been made at the port of Toronto?—None.

607. Have promotions been given as a reward for superior efficiency, or have they been by seniority?—Generally for superior efficiency.

608. How, and by whom, has the superior efficiency of the parties been determined?—Generally by the recommendation of the collector and chief clerk.

609. Do you keep any regular official record of the efficiency of the several employes, and of the manner in which they perform their respective duties?—No.

610. When it is proposed to promote an officer either by increase of salary or by placing him in a higher grade, do you send to the Department any official report as to his past conduct and of the manner in which he has performed his duties?—Yes, occasionally, but not very formally, I think.

*By the Chairman :*

611. What would you consider the best age for first appointments to your Department?—Youths from 17 to 20 would be the best material to train for service. I should recommend \$300 per annum as a salary to begin with.

612. Have you considered what would be the best system for promotion and increase of salary in the Service?—Promotion and increase of pay should be guided by merit.

613. Have you considered what would be the best mode of ascertaining the fitness of candidates before being appointed?—I should prefer to have them six months on probation. A previous examination might be worth very little without trial of the men. I have not given much thought to the question of competitive examination. I think that an examination on entering, with a period of probation afterwards, would enable the Service to secure better men.

*By Mr. Brunel :*

614. Do you think it possible to test a man's fitness for any particular branch of Custom Service, by a special examination having reference to that branch?—Not altogether.

615. Will you be good enough to explain why not?—I think a man in any part of the Service requires to be tried before he is approved of.

616. If there were several parties eligible for promotion to a higher grade, would it be possible to select the best by a competitive examination coupled with a reliable record of the manner in which they have previously performed their duties?—Yes; I think it would.

*By Mr. Mingaye :*

617. Are there not certain distinctive kinds of work in a Custom House which a clerk receiving higher pay ought to be supposed to do, and unless he was capable of doing it he should not be permitted to receive increased pay?—Yes; I think there are. I think clerks should be classified according to the Civil Service Act, and promoted according to the record of their service and examination.

*By the Chairman :*

618. Do you find the employment of supernumeraries or extra clerks, of whom there are eleven, answer well?—I do not approve of supernumeraries at all, except for a very short time.

619. How is their scale of pay, is it in proportion to the duties, and are they paid more than employes on the permanent staff performing similar duties?—No; they are not paid more. One clerk on the supernumerary list performs no duties at all.

620. Have promotions been fairly made in this office, or are there cases in which promotions should have been made but are delayed?—I should not care to say that promotions have been unfairly made, but they have not been made in such a way as I would have advised.

621. You have already stated that the salaries paid are not in proportion to the duties—have you many anomalies of this kind in your offices?—There are three or four cases of that kind.

*By Mr. Mingaye :*

622. Are you of opinion that a system of appointment on probation and examination, and of promotion on merit and faithful services, would tend to make a better staff of officers than that formed by political patronage?—Yes; certainly.

623. Who is Registrar of Shipping at this port, who is the Measuring Surveyor—and how many vessels are there registered here?—There is no Registrar of Shipping at this port. Mr. McLean, Chief Clerk, acts as Registrar, and I am the Measuring Surveyor. The number of vessels registered I cannot state exactly.

624. Who does the writing and the other work connected with the Registrar's duties?—Mr. McLean, Chief Clerk, assisted by the Assistant Cashier. This work properly belongs to the Department of Marine and Fisheries.

*By the Chairman :*

625. Have there been any dismissals from your office and what course would you have to adopt in case of necessity?—I would suspend and report to the Head of the Department, at Ottawa. There have been no dismissals since the dismissal of the Collector.

626. Do you keep an attendance book for the clerks and other employés; if so, does it work satisfactorily?—Yes; it works satisfactorily. The attendance is regular.

627. Is the discipline in your office good; and what penalty do you impose for breaches thereof?—The discipline is good. We have never had any occasion to inflict any penalty.

*By Mr. Brunel :*

628. You have told us that persons not previously in the Service, and without knowledge of the duties they are required to perform have been appointed at higher salaries than those paid to men already in the Service and who possess a knowledge of the work. What in your opinion is the effect of such appointments on the general efficiency of the Service?—It has a very bad effect on the other officers. It takes away the incentive to efficiency. The effect is sometimes to drive good men out of the Service, leaving inferior ones behind. One good man has actually left the Service, and there are two others who have been making efforts to find other employment.

629. You have told us that daily remittances are required to be made to Ottawa. Has that rule always been complied with?—Since I have had charge of the office the rule has always been complied with. Previously, of course, it could not have been, or the irregularities resulting in the dismissal of the Collector could not have occurred.

630. Is each remittance or draft now made to cover the receipts arising from a specified series of transactions and entries?—It covers all entries for that day. A document accompanies each remittance, which specifies the transaction or entry upon which the cash remitted accrued. The effect is to have a daily settlement of our cash transactions.

631. Are large sums sometimes paid by individual importers at one time?—Sometimes as much as \$5,000. Some days we may take \$20,000 in all.

632. How are such payments made?—Generally by marked cheque, the rule requires this. The cheques are payable to the order of the collector.

633. At what intervals is the cash account of the port checked by the entries? Explain how it is checked, and by whom?—The cash account is checked every day by the entries, by the surveyor. It is also checked by the inspector of ports, but this is not regularly done. The inspector of ports went through our cash accounts about six months ago.

*By Mr. Mingay :*

634. What system of checks have you at present to prove that the sum collected for duties and other monies are properly paid over to the Receiver-General?—The Surveyor's receipt book checks the cash book. Every entry, whether free or dutiable, is made in the surveyor's receipt book. As to the tonnage dues, those are collected by the cashier and a receipt given for them, a copy of which he keeps. The copy checks the amount of tonnage dues at any time. The inspector of steamboats would not recognize any receipt but that on the printed form of the office. Tonnage dues apply to steamboats only. The check as to those would rest with the Marine and Fisheries Department.

635. If all these checks had been carried out how could the default have occurred for which the late collector was dismissed?—Although the collection of duties was checked daily, the paying of them over to the Receiver-General was wholly in the hands of the collector. The day was supposed to be closed within bank hours, and I conjecture that the first borrowing of money was from collections made between

closing and 4 o'clock; and as more money was wanted the day was shortened to make the amount collected between closing time and 4 o'clock greater. Then, I believe, at the time of the alteration of the tariff, March, 1879, the Government granted merchants some privileges in paying duties through their own banks, which was the cause of some irregularities which the defaulters took advantage of to enable them to borrow a day's, or two days', collections in the same manner as those made use of between closing hours and 4 o'clock.

—By *Mr. Brunel*:

636. You, as surveyor, were expected to check the receipts of the port against the Collector. Will you explain how that check was carried out at this port?—Every morning I took the amount collected from the surveyor's receipt-book of the previous day, and checked that with the blotter cash-book; and at the end of the month checked, so far as I could, all the monies received by the collector on suspense entries. These suspense entries were made to enable parties to get their goods on depositing in the hands of the collector the amount of the duties supposed to be collectable.

637. Do I understand that the money deposited for suspense entries remained at the disposal of the collector, and that no record of such entries and payments were forwarded to the Department?—No record was forwarded to the Department. This system had the effect of placing large sums entirely at the disposal of the collector, and I had no means of checking them by the surveyor's book. No record of these suspense entries was ever made in the surveyor's book.

By *Mr. Atingay*:

638. When you delivered the goods out of warehouse, how did you deal with them at the end of the quarter?—In checking the warehouse, I found the goods were short, and had to get an explanation why they were short. The explanation was, a suspense entry made by the collector; the looker gave me this information.

639. What was the largest sum in the hands of the collector at any time for suspense entry deposit?—I could not tell exactly.

640. How long, as a rule, were the suspense entries allowed to stand before a final settlement was required?—As a rule, not more than twelve days, sometimes they would run for two or three weeks.

641. As a matter of fact, were such entries allowed to run unsettled for a much longer period?—I cannot tell without reference to the books.

642. On reference to the book now produced, can you give a more specific answer?—No; I cannot.

643. Does the system of suspense entries still continue at this port, and if so, is it acquiesced in by the Department?—It does not now continue.

644. Theoretically, the surveyor is an independent officer, is he not?—Yes; he is.

645. Why, then, did you as surveyor consent to the delivery of goods out of warehouse on such irregular warrant?—The collector's warrant overrides all my objections. The practice had been in existence long before I was surveyor. The practice has been in existence twenty years or so; I cannot say precisely.

WEDNESDAY, 23rd September, 1880.

Mr. DOUGLAS's examination continued:—

By *the Chairman*:

646. In your capacity as surveyor you have a check on everything in the office. Why, then, did you not report the irregularities in question when brought under your notice?—It was a proceeding so long practiced that I could not well interfere with it. All I could do was to see that the irregular entries were cancelled by regular entries. This was done.

647. Have you any knowledge as to whether the collector had an account in the bank in the name of the *Collector of this Port*, and whether the monies paid for

these deposit and sight entries were deposited to the credit of that account?—He had two accounts in the bank, one called the "Special Account," the other the "Duties Account," in his name as collector. He made his requisition for his draft in favor of the Receiver-General out of the Duties Account. All this I have learned since his dismissal. Previous so that I had thought that all duties were deposited to the credit of the Receiver-General every day. The irregularities referred to could not have occurred unless the cashier was a consenting party.

*By Mr. Mingaye:*

648. Had you no means of finding out by the checks used by you of the inside work of the office to ascertain that the collector was a defaulter?—No; the regular cash-book, which was the only means of discovery, was never accurately entered up, purposely as I suppose by the collector and cashier together.

649. Supposing the irregular entries had not been cancelled, what would you have done to compel payment and was it a part of your duties, if the collector failed to do so, to report the matter to the Department?—I would have reported the matter to the Department. When I found packages being given out on suspense entry, I took the trouble to turn up the entry and verify it. The book was shown to me; I made them show it.

650. In checking all the work of the office, in case you found out irregularities of any kind having been committed by the collector, what would have been your duty under the circumstances?—I would have spoken first to the collector, and if he had refused to correct it, I would have reported the matter to the Department.

*By the Chairman:*

651. Do you not consider that the practice of making suspense and sight entries should be discontinued?—The practice of making suspense entries should be, and is, in fact, discontinued. The practice of making sight entries is still continued according to law. I do not see how these can be discontinued. The system of prime entries to be subsequently amended, might take the place of sight entries; but this might render inaccurate the trade statistics of the port.

*By Mr. Brunel:*

652. Previous to the suspension of the late collector, were you as surveyor allowed to have full knowledge of all the business of the port, both as regards financial transactions, correspondence and Departmental orders?—Yes; with the exception of the depositing of the monies received.

653. Why had you not knowledge of such transactions? Were any obstacles thrown in the way; if so, by whom?—I suppose I had it all, but it was kept from me a day or two; I could not check financial affairs till two or three days after the end of the month. The obstacles to obtaining information were thrown in my way by the cashier, with the collector's connivance. I did not know this at the time.

*By the Chairman:*

654. When you found that these returns were delayed beyond the proper time, did you not suspect that there was something wrong, and did you take any steps to remedy the delay?—I did not suspect there was anything wrong; but I went frequently to the collector and asked him to hurry the cashier up with his accounts. He always went from me to the cashier, and, I suppose, remonstrated with him. The only remedy was to get the cash account up as soon as possible.

*By Mr. Mingaye:*

655. Is there not a cash account showing all sums received every fiscal week, and which is sent at the end of each week to the Department; and did you check these?—Not the weekly account. Having the account daily, I had no reason to check the weekly. In fact, I did not know there was a weekly account. I forgot all about the weekly account till I had to practice it myself.

*By the Chairman:*

656. How were the irregularities first discovered, and by whom?—I do not know. The first thing I knew was the visit of Mr. Johnson to inspect the office. The information must have come from some outside source.

*By Mr. Mingaye :*

657. Do you not think that allowing sight entries to be made by importers tends to make them ask for favors of the Customs, and so leads to irregularities by making them less particular in having the invoices accompany the goods?—Yes; if they got the sight entries made with any facility. We always make enquiries as to the absence of an invoice.

*By the Chairman :*

658. Has there been a special book kept in which these suspense and sight entries have been entered; if so, please to produce them?—Yes; the books produced are all I can find. One of them dates from 1861 to 1873; the other from 1873 to 1880, and is in present use. I do not know what has become of the books covering the period missing. There is no other book that would afford information as to the period covered by the missing books; no record at all of the transactions of that period.

659. Within your knowledge, have these books in which suspense and sight entries have been kept, and the mode of cancelment shown, been seen and inspected by the several inspectors of ports?—Yes, to my knowledge they have; speaking as to the clerk's book.

*By Mr. Brunel :*

660. You hold the position of acting collector. Do you feel the same confidence in dealing with the business of the port, especially when there are disputes or differences of opinion, as you would feel if you held a commission as collector?—No; I do not think so.

661. Have you any reason to suppose that any one doing business with the office has experienced any inconvenience by reason of delay in giving decisions that might have been avoided, had a commissioned collector been in charge of the port?—No; I do not think so.

662. Are the statistics of the business of the port prepared here, or are they prepared at Ottawa from the details of business sent from your office?—They are prepared here.

663. Does the preparation of statistics, and the keeping of the books necessary for their preparation, occupy much of the time of your officers or clerks?—A great deal.

664. If the statistics were prepared at Ottawa from the duplicates of the original entries and other documents, could the business of this port be conducted with a less number of clerks?—Yes, it could; with a good number less.

665. Would such a change make a difference equal to the work of one clerk or more?—More than one; it would make a difference of four or five.

666. What salaries are paid to the clerks who could thus be dispensed with?—One at \$600, one at \$700, one at \$800, and one \$1,000; the average salary is, therefore, \$775.

667. Do you think there would be any great difficulty or inconvenience occasioned by making such a change?—I could not tell what change would be made at Ottawa; it would be a relief to us here.

*By Mr. Mingaye :*

668. You have three appraisers and two assistants; are they all able men and competent to do their work, or are any of them incompetent from age, sickness, or otherwise, and what is the age of the oldest of them?—They are all efficient; the oldest is 68 years; one is partially unfit by reason of infirmity.

669. In appointing them appraisers, how were they appointed?—Only two were taken for their knowledge of business; the others have grown into it.

670. Do you think it would make better officers if appraisers were removed at stated periods from port to port on promotion?—It must have that effect, because their experience would be thus enlarged.

671. Would this apply to all officers in the Customs?—The last answer would apply to all outside officers in the Customs.

This finished Mr. Douglas's evidence for the day.

Mr. R. G. A. PATON, Cashier, examined:—

*By the Chairman:*

672. Will you please state what your position is, and how long you have been in the Service?—I am Cashier. I have been 26 years and six months in the Service; all the time at this port. I entered as a locker. For many years I had been called into requisition as a clerk. I was permanently appointed as a clerk inside five years ago. I acted for two years as collector's clerk. I was appointed cashier in January, 1877. My salary on first entering was \$500; it was from time to time increased till when I was appointed cashier at \$1,200. I have an assistant; I could not do the work without one. My assistant is sometimes employed at the computing desk and in the registration of shipping. He is thus employed nearly half his time.

673. How many cash-books are kept in this office?—There are three cash-books; the blotter cash-book kept by myself, the collector's cash-book, and the surveyor's cash-book. I think the surveyor also keeps a cash-book of his own. The assumption is that these books are a check on each other. I balance my cash daily.

674. Are all the monies which are collected at this office from every source paid to you and entered in your cash?—Yes; they are. I deposit monies at 10 a.m. and 2 p.m. daily. Sight entries go to "Special Account," and occasionally fines and forfeitures are deposited to same account. All duties go to "Duties Account." This has been the practice for the last ten months. Previously, deposits were made by another officer, and I do not know what the practice was. I paid over money to the chief clerk and received no receipt for it save the pencilled check mark on the book. I was directed by the collector to hand the cash to the chief clerk.

I keep a record of sight and suspense entries also.  
The collector checks my accounts; he does so daily. My cash always balances. Prior to the period mentioned, ten months ago, the only check I received was a pencil mark.

During the period mentioned, I do not know if the deposits were made regularly and I have no knowledge of the bank books.

675. Can you produce any of the bank books in use during the period when you handed your cash over to the chief clerk?—No; I cannot. The books were never in my possession. I presume they were used during the enquiry, and may now be in the possession of the acting collector.

*By Mr. Mingaye:*

676. Did the Inspector of Ports examine your cash-books from time to time, and did he also examine in the same way the collector's cash-book kept by the deputy cashier, commencing 1st August, 1879; and how often?—Yes; he examined my cash-book and the collector's cash-book from time to time, frequently, but I cannot say how often. I think inspection was made when I was handing over my cash in the way mentioned.

677. Do you think a more simple and perfect way of keeping the different cash-books of the office might be adopted?—I am not aware of any.

THURSDAY MORNING, 23rd Sept., 1880.

Mr. PATON's examination was continued:—

*By Mr. Brunel:*

678. In reply to a previous question, you say you deposit the money collected for Customs duties to credit of "Duties Account." Will you explain how the drafts in favor of the Receiver-General were obtained?—I should have said to the credit of the Receiver-General. The deposit is sent over and the bank supplies us with a draft in the afternoon. I meant yesterday to say that the deposit was made to the credit of the Receiver-General, and the draft obtained after to cover the deposit. This has been the practice, since I have had charge of the cash, for about ten months.

679. How is the payment of the contingent expenses of the port provided for?—By cheque on the Department. We get a remittance from Ottawa at the beginning of the fiscal year. The amount has hitherto been \$1,000; at the beginning of this fiscal year it was increased to \$1,500. This sum is deposited to the credit of the "Special" Account. The money is paid out in disbursements for various office purposes. An account is sent to the Department once a month. Vouchers are sent at this time. When our remittance is exhausted we use other items of the special account or get a further remittance.

680. What class of expenses are paid out of the contingent fund, and how are the accounts kept?—Gas, water-rates, cartage to examining warehouse, supplies to the warehouses, such as oil, &c., telegrams, postages, wages of supernumeraries, night-watch service, express charges, supplies for the gauger—these are paid out of the account. The book now produced shows how the accounts are kept.

681. In the book produced I observe that the receipts from sight entries and refunds are mixed up with the contingencies, while the Departmental forms for contingent account defines what contingencies are. Does the inspector of ports approve of the mixing up of those accounts?—I take it that he is aware of the practice at this port. It is a convenient practice, I think.

682. Then, practically, you have the receipts from sight entries and other services, which are deposited to credit of special account, to draw upon for contingencies, without the sanction of the Department having been first obtained?—I may explain that the work here is very great, and I have left to my assistant the most of the work of the special account, and he is more familiar with it than I am.

*By the Chairman:*

683. Do you deposit the cheques received from the Department for payment of contingencies and supernumeraries' salaries, to the credit of the special account, as well as all collections from sight entries, fines, &c.?—Yes.

684. Are the supernumerary salaries, contingent accounts and disbursements of all ports all paid out of the moneys so deposited by the collector's cheque?—Yes; they are. The contingent account is balanced at the close of each fiscal year; the unexpended portion of the contingent fund being deposited to the credit of the Receiver-General. The balance of the special account is carried forward into the accounts of the following year.

This closed Mr. Paton's examination.

MR. THOMAS McLEAN, Chief Clerk of Customs, examined:—

*By the Chairman:*

685. How long have you been in the Service?—I entered the Service on 1st July, 1870. I came in as a general clerk; was appointed Assistant Cashier in May, 1877, and became Acting Chief Clerk on December 1st, 1879, subsequent to the suspension of the former chief clerk.

686. Will you please state the nature of the duties performed by you for the two years you were acting as assistant cashier?—My duties were very general. I never acted, strictly speaking, as assistant cashier during that time. During that time I had charge of the correspondence, of the collector's reports to the Department, of the registration of shipping and other various duties of the office. I had nothing to do with the cash at all; my position as assistant cashier was purely nominal so far as the cash was concerned.

687. In your present position as chief clerk have you the opportunity of being well acquainted with the work of the office generally, and do you consider that it is efficiently and economically performed?—Yes; I have a knowledge of the work of the office, and I consider that it is very efficiently and economically performed.

688. Do you consider that the salaries paid are in proportion to the work and duties, or are some performing duties who are highly paid, which might be performed by clerks who are paid small salaries?—I decline to give an answer to that question.

689. Could you suggest any improvement in the present system of first appointments?—If the Civil Service Act of 1868 was carried out properly it would be a considerable check upon some of the appointments now made to the Service. I am strongly in favor of a system of probation after examination.

690. What is your opinion as to the best method of promotion?—Promotion should most decidedly be regulated by merit.

*By Mr. Mingaye:*

691. Do you consider a chief clerk ought to know the whole working of the office so as to be able to take any duty in it if called upon?—I do. I think, for instance, he should have such general knowledge of the tariff as to enable him to check entries. In fact, inside, the chief clerk is next in authority to the collector.

*By the Chairman:*

692. Will you please to explain your present system of bonding warehouses?—We have several forms of bonds used at this port; but the form of bond used by merchants is the No. 9 Bond. When goods arrive at this port, and merchants desire to bond in their own bonded warehouses, they do so by warehouse entry, giving the Bond (No. 9) as security. The goods are then delivered into their own bonded warehouse. A locker's order is also given to the locker in charge of the warehouse; and he sees that the goods are delivered in and makes an entry to that effect in his check-book. The goods are in charge of the locker. The check on the locker is the inspection of the surveyor.

693. Do you consider the system of sight entries a good one?—The system of sight entries is the weakest point in our Customs system; because it puts into the hands of the collector certain sums of money for which he is not called upon to account immediately. If a system of prime entries was introduced instead of sight entries, it might be an improvement on the present system, inasmuch as it would place the money at once in the hands of the Government.

This concluded Mr. McLean's evidence.

THURSDAY, 24th September, 1880.

Mr. DOUGLAS re-examined:—

*By Mr. Mingaye:—*

694. When your contingent account is sent to the Departmental accountant at the end of each month, is a cheque for the amount forwarded to you, for the exact sum, if approved of, and your appropriation then becomes the \$1,500 originally given you at the commencement of the fiscal year?—Yes; that is done every month.

*By Mr. Brunel:*

695. Is there any difficulty, so far as you are concerned, in the way of at once depositing all moneys received from all sources to the credit of the Receiver-General; if so, state it?—I see no difficulty in doing so, except the transferring of all the trouble to the Department.

696. How are moneys arising from seizures deposited, and how are they disposed of?—They are deposited to the credit of the Receiver-General as soon as I get them.

697. Do you participate in the proceeds of seizures? State also which of your officers are allowed to participate in them?—I do, as surveyor, but not as collector; the appraisers, when they are personally concerned; and any other officer who gives such information as leads to a seizure.

698. Is an appraiser allowed to participate in proceeds of seizures made on the result of his own appraisement?—Yes, he is.

*By Mr. Mingaye:*

696. If an appraiser was paid a higher salary, and not allowed to participate in the profits of his own seizure, would it not be better for the interests of the Department and the public, and make him a more independent officer?—Participation in the profits of seizures is a great incentive to appraisers to look sharp after their duty.

*By Mr. Brunel:*

700. How often is stock taken of the goods remaining in the bonded warehouses, and under whose supervision?—I take stock myself, as surveyor, every three months. It is taken for the purpose of checking the lockers.

701. Does the inspector of ports take stock of the goods remaining in bonded warehouses at the date of his inspections?—Not always.

702. How often has he done so, and when did he do it last?—He did it last at the beginning of this year—in February or March. I could not say how often he had done so before that time.

703. When he takes stock does he check the result by the warehouse ledgers? In what manner does he do it?—Yes; he takes a stock-sheet from the locker, checks the goods by that, and then checks that by the warehouse ledger No. 2, or personal account book.

704. Are the goods placed in bonding warehouse kept separate as to each entry, and are all packages marked with the number of the entry placing them respectively in warehouse?—No.

705. Would it be possible, under your bonding system, for an importer to obtain possession of goods of high value in payment of duty on goods of less value but of a similar description?—Yes, in the case of teas, dried fruits, or possibly wines; that could be done without myself or the inspector, of ports being able to detect it immediately.

706. Would it be possible for a merchant having such class of goods as you mention in warehouse to clear his bond by the export of those of less value as representing goods of higher value?—No; he could not do that; the brand always gives sufficient indication. We go into this more particularly in case of exports.

### WEIGHTS AND MEASURES, TORONTO.

FRIDAY, 24th September, 1880.

Mr. E. J. BOLSTER, examined:—

*By Mr. Brunel:*

707. What is your position?—I am Inspector of Weights and Measures for the Toronto Division.

708. How large is your division?—My division covers the City of Toronto, the Counties of York, Peel, Ontario, Simcoe, Grey, Muskoka and Algoma.

709. How long have you been in the Service?—Have been in the Service about 12 months, as Chief Inspector; my duties are to receive the returns from my assistant inspectors, and make out the monthly returns to the Department, besides having general superintendence of the work of the division.

710. How many assistants have you and where are they stationed?—I have six assistants, two in Toronto, one at Teston, one at Markdale, one at Port Perry, and one at Orillia.

711. Where is your head office, and in what locality does the principal part of your business arise?—The head office is in Toronto, and the principal part of the business arises here. I reside in Toronto myself; my family are at Orillia.

712. Are you interested in any business outside your duties as inspector?—I am agent of the British American Insurance Company; the business is done here.

713. Have you a sufficient number of assistants to carry on your duties in a satisfactory manner?—I think so.

*By the Chairman:*

714. Are they efficient and capable of performing their duties satisfactorily or are there any who from any of cause are unfit for their work?—I think they are all competent.

715. What are the salaries which are paid to these, is the pay fairly proportioned to their duties?—I should think the pay is in proportion to the duties, the salary is \$500 per annum; all are paid the same salary.

716. Are any of your assistants interested in any business other than the inspection of weights and measures?—One of my officers is slightly interested in business outside of the work as assistant inspector.

717. What are the hours of duty of yourself and of your assistants?—From 9 a.m. to 4 p.m. are the office hours; I seldom leave the office till 6 p.m. In the country the officials work irregularly, according to circumstances.

718. Does the residence of your family at Orillia occasion your frequent absence from your head office?—I generally go home on Saturday afternoon and return on Monday.

719. What is your duty as Inspector?—After my assistants have gone through the district, it is my duty to see that the work has been properly done.

720. Have you and your assistants been examined as to your qualification; and if so, with what result?—My own status at the examination was second class. As to my assistants, three of them did not pass; they still remain in the Service. They did not exhibit their letters of appointment to me. I do not think the examination was a test of the fitness of the men. I know one man fit for his duties who did not pass.

721. By which of your assistants is the principal work of inspection in Toronto performed, or how is the work distributed?—The assistant inspector does the largest portion of the work.

722. How often do you inspect your district and the work of your officers therein?—I have not inspected the outside districts at all. I have not been so instructed by the Department. I have personally inspected the city inspector's work. I have recently obtained permission to visit the outside districts.

723. What amount of work has been done by each of your assistants outside Toronto? State it approximately with reference to each?—In the beginning the fees received from each may have averaged \$50 per month. I will look at my books and give a more specific reply. The following is a memorandum of the amount of fees remitted by the Assistant Inspectors:—

January, 1880.....	\$ 46 53
February, 1880.....	49 01
March, 1880.....	49 81
April, 1880.....	42 31
May, 1880.....	73 21
	<hr/>
Total.....	\$260 87

724. How is the discipline; do you find your officers faithful and attentive to their duties?—Yes; they are generally attentive. I have had occasion to reprimand in some cases, but nothing more.

725. In the performance of your duties in Toronto, have you found any reason for believing that the general public have, in the past, suffered loss by inaccurate weights and measures?—We did not find weights very inaccurate, but the measures were often so. In one case we found a gallon measure cut down, after inspection. This had been inspected previous to my appointment. I have recently laid information against a wine seller and a maker of measures, for making and using wrong measures. In one day I have broken up as many as fifty or sixty wrong measures. Cases are only brought into Court when substantial wrong has been done or likely to be done.

726. Do you find that many weights and measures are brought into this port through the Customs; and if so, are you notified thereof by the Collector of Customs as the law directs?—I have good reason to believe that many weights and scales, from England and the United States come into this port, but I have only been twice notified of such importations in the past year. I now produce one of these notices.

I have frequently called the attention of the Customs authorities in Toronto to the fact. I saw the acting collector, and he promised to let me know in future. That was three months ago. The notice produced is the only one I have received from him. I have seen the scales referred to myself. I have seen seven or eight platform scales so imported without notice to me. Hundreds might come in without my knowledge and might be incorrect.

727. What is the result of negligence or non-compliance on the part of the Customs with the regulations to report to you importation of weights and measures?—The Government loses the fees, the public lose the protection of correct weights and measures, and the Canadian manufacturer is put at a disadvantage. As a rule the public are satisfied with the fees they pay on weights and measures.

Mr. JAMES BOWMAN, examined:—

*By the Chairman:*

728. Will you state how long you have been in the Service and what your duties are?—I was appointed on the 14th August, 1879, as Assistant Inspector of Weights and Measures. My duty is to inspect different sorts of scales, measures of capacity, and lineal measures. My work is chiefly in Toronto.

729. Are your inspections made daily, and what are your hours of duty?—The inspections are made daily unless the weather is too bad. The hours of duty are from 9 a.m. to 4 p.m., but I am often employed till 6 p.m., making certificates.

730. What proportion of the work of inspection within the city do you perform?—I should say that I did two-thirds of the work, or nearly so.

731. Will you please state why it is that you perform so much more of the work than your colleague?—If the other officials were as willing as I am to do the work, they could, no doubt, do more than they do. I myself could do more outside work if I had not often to take charge of the office in consequence of the absence of the other officials.

732. Has the City of Toronto been pretty thoroughly inspected, or is there much remaining to be done?—At least three-fourths of the work remains to be done.

733. What is the effect of such non-inspection or allowing the work to remain in abeyance?—The effect is to lessen the revenue, and to allow of great irregularities in the weights and measures commonly used among the people.

734. During your inspection, have you reason for believing that the general public suffered loss from inaccurate weights, measures and weighing-machines before the inspection was commenced?—The public unquestionably did suffer loss.

This closed Mr. Bowman's examination.

Mr. HARRY L. PIPER, Assistant Inspector, examined:—

735. How long have you been in the Service, and what are your duties?—I have been in the Service since August, 1879. I am Assistant Inspector. My duties include all work done in the office; I also attend to Wilson's scale factory and Mr. McDonald's tinware factory. My work is principally inside. Mr. Bowman does all the city work.

736. Then, the only duties outside the office to which you attend is the inspection of the places you have named?—Yes, unless the case is urgent; Mr. Bowman generally attends to the outside work. If it is necessary, I attend to any demand that is made.

737. Is there not a considerable portion of the city which yet remains to be inspected, and do you not consider it important in the public interests that it should be done with as little delay as possible?—Quite a large portion. It is in the public interests that the work should be speedily done.

738. What are the hours of duty?—The office hours are from 9 a.m., to 4 p.m.; I seldom get away before 5 p.m. The inspector is not supposed to do any office work except his books. There is plenty of work for two men outside, and some one must attend to the inside work and the factories.

739. Are you engaged in any other occupation which takes up any portion of your time?—My duties as alderman do not interfere with my work as inspector. I have an interest in a zoological garden, but it does not interfere with my work.

740. Did you have an examination when you entered the Service, and what is your status?—My status is second class.

741. If you were engaged in the outside inspection among your constituents, would you feel quite free to deal with them as you would do if you were not a member of the City Council?—Certainly. I would do my duty.

### INLAND REVENUE, TORONTO.

THURSDAY, 23rd September, 1880.

GEORGE P. DICKSON, examined:—

*By the Chairman:*

742. What is your position?—I am the District Inspector.

743. How long have you been in the Service and in your present position?—I have been in the Service since July, 1863.

744. What are your duties?—My duties are every quarter to inspect the books of all collectors within my district, and also the books of all the licensed premises within each division; to take stock in all the bonded warehouses; to compare these with the balances in our warehouse ledgers; and to forward a statement to the Department for inspection attached to the last monthly return; all contingent accounts have also to pass through my hands before being forwarded to the Department for payment, from each collector within my division; all applications for licenses to manufacture excisable goods are also forwarded to me for approval; the same applies to the privilege of growing tobacco. I have also to inspect all the books of the weights and measures officials in my district, and to forward a statement to the Department respecting them. There is, of course, a large mass of correspondence arising out of these various duties which I have to dispose of. I take stock in the bonded warehouses before referred to, once in every quarter. I carry out fully the instructions contained in circular 99, Inland Revenue, issued by the Commissioner.

745. What is the size of your district, and how many officers have you?—I have fifty-seven officers. My district extends from Prince Arthur's Landing to the Cobourg division; it includes the following divisions:—Toronto, Hamilton, St. Catharines, Guelph, Collingwood, Algoma, Peterborough and Cobourg.

746. How often have you to inspect these various divisions?—Once every quarter. On an average, it takes me at least one week for each division.

746½. Who is the Chief Inspector; does he inspect your work?—The Chief Inspector is Mr. Henry Godson, and he is my superior. He is Chief Inspector for the Dominion, and superintends me as well as all other inspectors in the Dominion. I sometimes report to him in special circumstances, but most of my reports are sent direct to the Department.

747. How about the efficiency of your staff, or have you a larger number than are required for the performance of the work?—No; I have not. Mr. Godson is the officer who has the chief power as to appointment and removal of officers. I am not consulted as to the removal or the replacing of officers. Our officers are not removed at stated periods. The staff in my district is very intelligent and efficient. We are rather deficient than otherwise as to numbers. At the present time there are a large number of maltings manufacturing malt for export to the United States; they are now so extensive that they require a larger number of officers. In Toronto there are

four malthouses; in Hamilton, two; in Dundas, three; in Guelph, three or four, or thereabout. They are increasing their power of manufacturing malt. The growth of the malt business is constantly on the increase, and more officers are required to attend to the manufactories.

748. Have you any knowledge as to the salaries paid, and whether the pay is fairly proportioned to the duties?—I have no knowledge of the salaries: the pay-list is not in my hands.

*By Mr. Mingaye :*

749. Do you think it would be to the interest of your service and to that of any service connected with the collection of revenue, that all the outside officers were changed from district to district at stated periods, say from three to four years?—I do think so. In my experience I have found it very objectionable to have an officer too long in one place, as the officers are apt to get too intimate with the parties they are employed to oversee. It would be of great advantage if revenue officers of all sorts were changed from time to time and place to place. This would also tend to make the system of collecting the revenue more uniform and successful.

*By Mr. Brunel :*

750. What is the general practice in the Department of Inland Revenue as to making first appointments to the Outside Service?—Officials are appointed as probationers subject to subsequent examination; this is the invariable practice. The probationers do not obtain any status if they fail in the examination.

751. What is it supposed will happen to them if they fail in the examination?—I suppose, from reading their letters of appointment, that they would be dismissed. That is the inference.

*By the Chairman :*

752. Do you consider that appointments on probation and subject to examination as to fitness, tends to promote the efficiency and economical administration of the Service?—I do think so.

753. Does the promotion of officers in the Outside Service materially depend on the result of their examination?—It does, materially and properly.

754. I understand you are, *ex officio*, a member of the Excise Board of Examiners. What is your opinion as to the possibility of satisfactorily testing a man's fitness for any specified duties by means of the examinations you have assisted in conducting?—The men who pass the best examination are generally the best officers. The examination of the officers indicates their qualifications for any branch of their business.

*By Mr. Mingaye :*

755. For promotion to a vacancy from the first class to the special class, are the candidates competing for such vacancy subjected to a further examination, and is it competitive?—They are so, and the examination is competitive.

756. Do you find that the fact of the lower grade of officers becoming more efficient in their duties by reason of these examinations has resulted in compelling the collectors and inspectors to study their work and duties more closely, and so steadily increased the efficiency of the whole Service?—Yes; I consider that the examinations are of great benefit to the Service generally. They produce emulation and a general desire among the officers to be first class officials.

757. Do these examinations tend to make the inefficient officers, who are unwilling to raise their standard of intelligence by study and application, resign their positions, and so gradually weed the Service of them?—Certainly they do.

758. Would it tend to increase the efficiency of your Outside Service if all vacant collectorships and inspectorships were filled, as a matter of course, by the first officers standing on the list of special class entitled to promotion?—Yes; it would, as a matter of course.

759. Do you consider the present system of keeping the books, returns, cash accounts and all other vouchers in the Inland Revenue Offices tends to prevent peculations and defaults on the part of the officers?—It does very materially. The guards against peculation are very excellent, as far as I am able to judge.

760. Do you consider that a proper system of examination would tend to supply the Public Service with a thoroughly efficient class of officers in all branches of the Civil Service?—I do.

761. Do you consider that it would tend to encourage industry and foster merit by teaching all public servants to look forward to promotion according to their deserts, and to expect the highest prizes in the Service, if they can qualify themselves for them?—I do.

762. Are the outside officers of the Inland Revenue required to keep diaries of their daily work, and what is your opinion of the utility of doing so?—All outside officers are required to keep a diary. Each diary is forwarded to the Department every three months, the Department in the meantime furnishing new diaries in place of them. Each diary is marked and numbered for a particular quarter of the year. In this way the diaries are continuous. I consider the use of the diaries a great benefit to the Department in enabling the Commissioner, at any time he may find occasion to look it up, to discover what any officer was doing on any particular day.

Mr. JOHN MORROW, Collector of Inland Revenue for Toronto, examined:—

*By the Chairman:*

763. What is your position?—I am Collector of Inland Revenue for the City of Toronto.

764. How long have you been in the Service?—I entered the Service in 1866 as Deputy Collector, and became Collector in December, 1872.

765. What is the extent of your jurisdiction, and the duties attached thereto?—My jurisdiction includes the City of Toronto, and the Counties of York, Peel, Ontario, Simcoe, and part of Halton. My duties are, in the first place, to have a survey of the manufactories, monthly when possible; to supervise the officials, to see that their duties are performed; to instruct the officers of the division; to visit the bonded warehouses monthly to take stock; to oversee the books of the office and check the cash and the monthly statements; and to attend to all correspondence arising out of all these duties.

766. How many officers have you under your supervision outside and also inside the main office in Toronto?—I have three inside, and twenty officers outside.

767. Do you find your staff an efficient one, or have you a larger number than are required for the performance of the work?—The majority of the staff are efficient; some are newly appointed, and will, no doubt, become efficient. I have not sufficient officers for the work. Formerly we had several malthouses under one officer; now, one house often demands an officer on account of the increase of business. This also is true of tobacco factories.

768. Are the salaries which are paid proportionate to the work done?—I think so, on the whole; but the business of the Excise has outgrown somewhat the capacity of some men who have been a long time in the Service.

769. Have you considered the question of making first appointments to the Service and promotion therein?—I have given the matter some consideration. I think the present system needs some reform. Some qualifications as to character, education and also administrative capacity should be demanded from all candidates before appointment. As to age, I would not employ men under 22 years in the Outside Excise Service; for Inside Service in the office younger men of 18 years would suffice. Our Outside Service officers require some training when appointed young. As to promotion, an officer who passes the best examination is generally the best officer for promotion, as a rule; there are exceptions to this rule, of course.

770. How is the discipline in your department, and what means do you adopt for enforcing it and imposing penalties when necessary?—The discipline is good. I have never had to exercise any disciplinary power over my officers, beyond an occasional reprimand.

771. Do you keep a conduct book in which a record is kept of the good or bad conduct of the officers under your supervision?—I keep a private book only.

*By Mr. Mingaye :*

772. If an officer promoted to a higher class should, after examination, prove to be unfit for the duties belonging to his superior position, have you to keep him in such class at the higher salary, or have you the power to put him back to his first position with his usual salary?—His salary cannot be reduced except by Order in Council, as I understand; but he may be sent back to his original work.

773. Your cash collections are from duties, fines and penalties; what is your system for accounting therefor to the Department?—In a properly ruled cash-book we make entries of all the cash received from every source at the time it is received; close the cash daily about one o'clock and balance it, and then purchase a draft in favor of the Receiver-General for the amount; on the credit side we enter the draft.

774. Do you give receipts for all collections from every source; if so, please state your practice as to this?—Yes; we give a receipt for every cent received from any source; the money is entered in the cash-book under its proper head; a triplicate receipt is handed to the party paying the money; the duplicate is retained until the remittance is made; it is then attached to the draft and mailed to the Department. The stub of the book of receipts is retained in the office. All these receipts are consecutively numbered, as are also the advice notes which accompany the draft. In case of the loss of any of these blank forms the loss would have to be accounted for.

775. In the event of a vacancy taking place in the higher positions of your division, have you officers who could be promoted to fill such vacancy?—Yes; we have. The deputy is a very efficient, intelligent and active officer, and capable of filling the place of collector in case of a vacancy. There is more than one officer capable of filling the deputy collector's place.

776. In your jurisdiction are all your officers filling the classes they are entitled to on examination, either primary or on promotion, and are they paid according to the value of their work, or over or under paid, and what is the highest salary a special class exciseman can obtain?—So far as the work is valued in the Excise, they are paid according to their value. In my own opinion, the salaries of the Excise officers in the 1st and 2nd class, are not sufficient, considering their duties and responsibilities, nor are the special class excisemen paid sufficient salaries. The highest salary a special class excisemen can only obtain is \$1,000. The responsibilities of a special class exciseman are very great. In charging the duties on spirits in a large distillery he can make any day \$400 or \$500 difference, one way or the other, in reading the "dip" of the close-receiver on the "dip-rod" by less than half an inch too much or too little. It is the rule and the instruction that two officers shall always be present with the owner of a distillery on all occasions of charging duty on spirits in the close-receiver.

777. Will you produce specimens of the returns you make to the Department in the performance of your duty?—Yes; these are the specimens referred to.

778. Is it necessary that the collector of an important Inland Revenue Division should have a practical general knowledge of all the manufactures subject to Excise. Without such knowledge could he become an efficient collector?—It is necessary that he should have such knowledge, and without it he will not be an efficient officer, and will be unable to detect fraud.

779. Is it probable that a person appointed as collector from outside the Service and, therefore, unacquainted with the work, could command the respect of his subordinates, effectually protect the revenue, and carry on the business of the division in a proper manner?—If a collector is appointed who is unacquainted with the duties of the office, the whole division is likely to become demoralized, as the collector who ought to be the most practical man is unable to give the proper instructions. It is necessary that the collector should be able to give instructions on the duties and details of the work to all his subordinates.

780. You have a deputy collector—does he take the duties alternately with you in making outside inspections—is he conversant with the correspondence and the

business of the division generally?—He is conversant with the correspondence and business of the division, but he does not take the outside survey alternately with me; he only takes it occasionally. I think it would be better if he took the duty alternately.—He understands fully the working of the division. I make him acquainted with all correspondence and instructions other than private. All departmental letters and instructions not marked private are shown to him.

781. Is it a part of your duty to take precaution for preventing illicit manufacturing within your division?—It is.

782. Is that a difficult duty to perform, and what is the general nature of your proceedings in relation thereto?—Our information generally comes from outside parties. This information may be given by persons interested or others. When it is given by parties suspected of being interested, for the purpose of misleading us, we have to judge from our means of information as to writing or character, how to act. These communications are always considered strictly private, and the names of parties are not even communicated to the Department. I then immediately arrange to send direct to the place a special officer or deputy collector, accompanied by one or more excisemen, sending with them the writ of assistance according to law. We generally find illicit distilleries in large swamps and ravines. We find them also in private houses, the basements of hotels, and in shops. The service is, generally speaking, very hard and dangerous. Illicit distillers are frequently armed and make threatening demonstrations.

783. What are the hours of duty for office clerks and outside officers of the Service?—The office hours are from 9 a.m. to 4 p.m., ostensibly, but practically from 9 a.m. till the work is completed. All the work of the office is completed before the clerks leave. In the outside service the hours are generally from 8 a.m. to 6 p.m.

784. How do you satisfy yourself that your excisemen are on duty during the prescribed hours and at the proper place?—I do so by enquiry at the factories, by personal observation, and by the reports sent by officers to the head office daily; also by their diaries, and, in the case of maltsters their names are registered on the notice book.

785. Do your outside officers keep diaries in the manner prescribed by departmental regulations, and what is your opinion as to the utility of their doing so?—The outside officers keep diaries, and I think they are very necessary for the Service. They act as a check on the Service, and show what a man has been doing at any given time. These diaries are kept according to departmental regulations.

786. What is your opinion as to the effect of the outside service on the health of the officers, especially of those who are employed in distilleries and malthouses, and in dealing with illicit manufacturers?—In respect to distilleries the business is injurious to health, for the reason that there are so many different temperatures in the different rooms of the distillery. An excise officer is thus exposed to many dangers by sudden changes from heat to cold. In malthouses the danger arises from the malt getting into the lungs, as well as from sudden changes of temperature. In tobacco factories the danger is not so great. In seeking after illicit distilling, the work is very severe, unpaid and dangerous, as the officers usually get no share of the proceeds, these going to the informer, who is usually outside of the service.

787. Do you think it would be beneficial to the officers and to the general interests of the Service if the Government were to make some provision for the widows and orphans of deceased Inland Revenue officers, or do you think it would be better to give them higher salaries in order that they may be able to make such provision themselves?—It would be more economical to the Government to give the officers better salaries and let them take care of themselves; but it would be better for the families of the officers if a provision were made for them by Government by way of gratuity or annuity.

*By Mr. Mingaye:*

788. Do you consider the present system of keeping the books, returns, cash accounts, and other vouchers and forms in the Inland Revenue outside offices, tends

to prevent peculations and defaults on the part of the officers, and insures a better collection of the revenue?—I do.

789. In your opinion, what has been the result of the present examinations in your Department as to the improvement of the standing of all officers by their knowledge of the laws and regulations of the Service, and the technical and scientific part of their duties?—Officers that have passed examinations will require less instruction from the collector, and are more competent to perform their duties without such instruction; this is more particularly the case with regard to the special class.

790. How often is stock taken of the goods in the bonded warehouses, by whom, how is it taken, and under whose supervision?—Stock is taken monthly in the bonded warehouse, except in the case of malt. It is taken by the collector or the deputy. The actual packages as shown by the ledger are supposed to be there. They are marked by bonding and consecutive number. Goods under different bonds are kept separate in the warehouse. In warehousing, a correct record is kept of all these numbers in the warehouse entry, with the weight and quantities of each package. In the ex-warehouse entry either for consumption or export, a similar record is made showing the numbers, weights and quantities taking out, and only these are delivered ex-warehouse by the officer.

791. Is the result of taking stock compared with the warehouse ledgers, and is there any probability of goods going into consumption without payment of duty?—The stock in the warehouse should correspond with the balance on the ledger, both in quantity, marks and numbers. In case a discrepancy is found, we, in this division, insist on payment of duty on the whole of the bond. There is no possibility of goods going into consumption without the assistance of the officer in charge; and if any such thing occurs, it must be detected on the occasion of the first monthly stock-taking.

792. Do you ascertain quantities of spirits by weight; if so, what is your opinion as to the accuracy of the result as compared with the accuracy of results obtained by gauging?—All quantities of spirits in this division are calculated by weight. This seems to me the most accurate way of calculation. A sample of the spirits, say 12 ounces, is taken and tested as to strength by a hydrometer; from the strength is calculated, by means of specific gravity tables, the gravity of the spirit. In case of shipping, the empty barrel is weighed and the tare-weight marked on it. After being filled the barrel is again weighed, and the gross and net weight marked by brush on the barrel. Then the net weight is divided by the gravity of the sample, which gives the number of gallons. The result is generally accurate within one-tenth of one per cent.; when we used the gauging-rod we seldom came within two per cent. of accuracy. A record of these weighings is kept in the Department, giving the gross, tare and net weight. When goods are removed to Montreal, they are again weighed by the officer receiving them, and a similar record is made. If there is a deficiency found either in weight or strength, the consignor is called on to pay the duty on the difference. If a surplus is found, the consignee is charged the duty on the surplusage. It is clear, if officers do not thoroughly know their duties the revenue must largely suffer.

793. Can the efficiency and capacity of an officer as to the technical knowledge of his duties be correctly ascertained by an examination?—I think so; if the proper questions are put, his knowledge can be determined.

This closed Mr. Morrow's evidence.

## CUSTOM HOUSE, HAMILTON.

MONDAY, 20th September, 1880.

The Committee met at 11 a.m.

Present:—The Chairman, Mr. Brunel, Mr. Mingaye.

Mr. W. H. Kirtson, Collector of Customs, was examined:—

*By the Chairman:*

794. How long have you been in the Service; state your position?—I entered the Service, 21st March, 1839, that is the date of my career as Collector of Customs. I entered the Service two years previously. I had charge of the Port of Cobourg during two years. I was promoted from Cobourg to Hamilton in 1860.

795. Have you in your office a larger number of clerks than are needed for the work?—No, I have not as many as I ought to have. I ought to have one more.

796. You have, besides permanent clerks, other employes termed supernumeraries; have you any more of them than are needed?—I do not think so.

797. Are the clerks in your office competent to perform the duties of their several positions?—Yes.

798. The pay-list which you have submitted shows the salaries paid to clerks to be from \$600 up to \$1,100; are the clerks who are paid the smaller salary doing the same work as the more highly paid, or are they capable of doing so?—Some clerks doing the same work get higher salaries than others by reason of being longer in the Service.

799. How are the appointments made in your office?—They are made on the recommendation of the city members.

800. What would you consider the best age for first entrance into the Service?—The young men, from fifteen years upwards to twenty, with a good common school education, would be preferable. This refers to clerks simply. For such an office as appraisers, however, men of experience are required.

801. Are the men who are appointed in the manner you have stated, by the members, of a suitable age?—As a rule, I think they are not.

*By Mr. Mingaye:*

802. Have appointments been made in your office where the salary assigned was that of an officer deceased or removed and at a sum larger than a new clerk was entitled to?—Yes; that has been the case in this office.

803. Do you think it would be an injustice to the other officers in the port to make such appointments?—Yes; I do.

804. Have you in your office any clerks who are unfit from any cause to perform their duties efficiently, say, from old age, intemperate habits, indolence or any other cause?—No; I have not.

*By Mr. Brunel:*

805. How have promotions been made at this port—for merit or by seniority, or have the higher places been sometimes filled by insiders?—They have been filled by outsiders usually.

806. Do you consider those appointments over the heads of men already in the Service beneficial or otherwise?—I do not think, as a general rule, they are beneficial to the Service.

807. How has the fitness of those appointed from outside the Service been ascertained; has there been any examination or probation?—Not for years. About twelve or fourteen years ago it was the custom to examine officers. I know of only one case of probation.

80. Does the present system of making first appointments furnish the right material from which to make promotions to vacancies in the Service?—It does not. There are some good officers, but they are the exceptions. Political influence is at the bottom of most appointments.

809. Have you considered what would be the best mode of making first appointments to the Service?—I consider that all candidates should be examined as to their qualifications before a Board of Examiners. A period of probation would also be of value in securing the best men.

*By Mr. Mingaye :*

810. Have you any outside officers who are sufficiently young and active to be employed at night, if required, in the prevention of smuggling?—I have.

*By the Chairman :*

811. Have you considered the question of salary and promotion in the Service?—I have not given much thought to the subject. For some of the offices I think men should be made to begin on small salaries, and then be promoted by merit; for others the men come in fully qualified for the Service.

812. How is the discipline in your Department, and what means have you of enforcing it?—It is pretty good, as a rule. When offences are committed I report to the inspector. I have had only one occasion to report to the inspector against an officer. The man in that case was suspended.

813. Do you keep any conduct book?—No; I keep no such record. The inspector always makes enquiries and reports as to conduct.

814. How many kinds of entries have you?—We have sight entries—about 20 since 30th June. We have no suspense entries as such; we call them special deposits; they are generally for a short time. The money paid in on such deposits is placed to the credit of the collector of Customs; my cheque controls the deposit. When the duties are paid in I give my cheque in return for the amount deposited.

*By Mr. Mingaye :*

815. Do you keep a book in which you enter all such sight entries and the date of their being cancelled?—Yes.

816. Does the inspector require a statement of these sight entries and check them on his visiting your port?—Yes.

*By the Chairman :*

817. Would it not be better to discontinue the practice of making sight entries, and have the goods appraised by your appraiser and make a *prime entry* instead, to be amended by a post entry?—I think it would be better, and have often recommended it myself.

818. At present when the entries which you have described as deposit entries and sight entries are made, it involves your opening a special account in the bank in your name as collector. Would not a *prime entry* obviate this, and all the moneys collected for duty would then be paid to credit of Receiver-General?—Of course.

*By Mr. Brunel :*

819. How often do you remit your collections to the Receiver-General?—Every day.

820. Does each remittance exactly cover the amount of duty collected on a stated number of entries of which the numbers are given?—Yes.

821. Are your books, especially your cash-book, checked by any one, if so, by whom, and how often?—My book is always checked by an inspector, of course. The chief clerk keeps the cash account. I keep my own book of receipts, which checks the cashier's book. The surveyor also keeps a book.

822. Are the entries covered by each remittance forwarded to Ottawa by the same mail as the remittance goes by?—No; they are not; the entries are sent once a week.

823. You have a surveyor? Is he an independent officer, or is he subordinate to the collector; and what are his duties and responsibilities?—Every officer at the port is subordinate to the collector. The surveyor acts in the absence of the collector; when the collector is at home, the surveyor is responsible for all outside duties. I think the surveyor is subordinate to me. The surveyor is responsible for the state of warehouses.

*By the Chairman :*

824. What is your system respecting bonding warehouses?—Every merchant on payment of a certain sum is entitled to a warehouse; when goods are imported and

the bonded entry passed, a warrant is issued for the delivery of the goods, and an order issued to the locker to receive them in that bonded warehouse. They remain there till they are taken out either for consumption or for removal to other ports. The locker keeps the key of that warehouse.

825. Has the locker the custody of the key, and are the goods so placed in bond safely under his control, or is there any check upon him?—They are under his sole charge. The surveyor is the check on the locker.

*By Mr. Brunel :*

826. How often is stock taken of the goods remaining in the bonded warehouses, and by whom is the stock-taking supervised?—The warehouses are examined every month by the surveyor, assisted by the locker; he takes stock of the goods and checks all goods remaining by the entries.

827. Has it ever come to your knowledge that goods have been taken out of any of your bonded warehouses for consumption before the entries have been made and duties collected?—Such things have occurred, but seldom; one case occurred in which whiskey was received at Hamilton without manifest. The Customs officer gave a receipt for the goods, which were carried off without being warehoused at all; it was a careless thing to do.

*By the Chairman :*

828. When goods which have not paid duty are forwarded either by rail or vessels, are they accompanied by a manifest or bill of lading?—All goods that come from the United States by rail are always accompanied by a manifest. But Excise goods shipped locally from such ports as Windsor and Guolph are never accompanied by a manifest. When I spoke to the collector of Inland Revenue on the subject, he told me there was an Order in Council governing the practice. I never saw a copy of the Order in Council.

*By Mr. Mingay :*

829. You state that you consider your surveyor is a subordinate officer; is he not an independent officer to this extent, that he has the full control of the Outside Service, and that you do not interfere with the management of it, unless you find good cause, when he is bound to obey your orders?—No doubt, that is the case.

830. Are not all the lockers and warehouse keepers answerable direct to the surveyor for the performance of their duties?—Yes, that is the case.

831. Does each locker keep a separate debtor and creditor account of goods placed and given out by him, and do all the lockers make a statement at stated times of all balances under their custody, and how often?—They do not.

832. Does the surveyor make a return to you at stated periods, and when of all balances with quantities and value of goods remaining both in bonding and receiving warehouses?—No; he does not. I see these books whenever I wish. I inspect them. I sign the quarterly account to the Department because I think it is true; nothing has ever been lost in my term.

833. How can you declare to your quarterly trade return as being correct if this is not done?—I have always been satisfied of its correctness.

*By Mr. Brunel :*

834. Does the inspector of ports take stock of goods in warehouse at the date of his inspection and thereby check the warehouse books of the port?—Yes, he does.

835. Do you keep a debit and credit account for each separate bond?—Yes.

836. By the practice at this port is it ensured that the goods mentioned in an ex-warehoused entry, and none other are taken out under that entry?—As a rule, I think it is so. An order is given to the locker to deliver a certain number of goods on a certain day and he attends to the matter. In some cases the goods are so numbered that fraud is not likely.

*By Mr. Mingay :*

837. Is there not an order that when goods are placed in a bonding warehouse they are to be kept separate as to each bond, and the number of the bond placed on each package?—No; I never saw such an order.

838. Are the statistics of the port prepared here or are the details forwarded to Ottawa and the statistics prepared there?—All the statistics we furnish are the quarterly returns.

839. Does the making up of those statistical returns materially increase the work of the port?—Very materially.

840. How long have the appraisers at this port held their offices—do you consider them quite competent?—One has been here four or five years, the other ten years; and they are both competent men.

841. Under the existing tariff, does not the equitable charge of the duty, on many classes of goods, largely depend on the ability of the appraisers?—Of course, that is the case.

842. Do you think the fitness of a person for the duty of appraiser could be satisfactorily tested by an examination?—I think it could.

This closed Mr. Kittson's evidence.

Mr. A. J. MACKENZIE examined:—

*By the Chairman:*

843. Your position is Surveyor of this port. Will you kindly state when you were appointed, and what your duties are?—Am Surveyor of Customs of this port; was appointed April 1st, 1876, as Chief Clerk. Then the Surveyor died, and I was promoted to his place. The duties of surveyor are to attend to outside work, to oversee the lockers and landing-waiters, and to keep a check upon all the inside work of the office—this includes every part of the work. The book produced is the book which I keep as a check upon all transactions. I am supposed to be a check on the collector as regards all monies. The collector's the chief clerk's and my memoranda must agree every day. I also see that the amount forwarded to the Receiver-General is correct. The men who keep the warehouse books are not subordinate to me.

844. The book you produce is what you call the surveyor's cash, and is a check on the aggregate book, on No. 1 warehouse book and the chief clerk's cash-book. Have you any check on the amounts paid to the collector for deposit entries and sight, as well as all other entries?—I do not take any memorandum of sight entries; I see them in the chief clerk's cash-book. I look upon sight entries as objectionable, and do not see why they should exist at all.

845. Then there is really no check on monies paid to collector for such entries or deposits and sight entries. Would it not be better to dispense with such altogether?—There is this check: the chief clerk receives the cash in the first place; his book shows that, and the collector only gets the cash from him. I understood always the money was deposited to the credit of the Collector of Customs. I think it would be better to dispense with sight entries altogether. There is no check on the cash after it goes into the collector's hands, except that the books show that the money was received.

846. Have you, in your position of surveyor, a knowledge of the staff of the office? Are the clerks efficient and capable of performing their duties, or are some, from age or any other cause, unfit to do so efficiently?—I have a knowledge of all the officers and their work, and I think they are all competent for their duties. But I do not think that the work is properly distributed to employ them fully. The number of the permanent staff is not greater than the work demands. There are two men keeping the two warehouse books, but one man would do.

847. Are clerks who are paid high salaries doing work which might be performed by those who are paid the smaller salaries; or is the work of this office properly distributed?—Officers with smaller salaries could do the work as well as those who are now doing them at larger salaries. If the work were properly distributed a smaller staff might suffice.

*By Mr. Mingaye :*

848. Who keeps warehouse books Nos. 1 and 2?—One clerk keeps one and another clerk keeps the other.

849. Do you think it is enough work to keep them fully employed?—No.

850. What salary is paid them respectively, and do you think they are either of them paid a larger salary than the work done warrants?—They are old officers. The salaries are in excess of the value of the work. The work of keeping one book at \$1,100 is not worth half the money. The men could do better work and earn the salaries.

851. Who keeps the free goods and export books and makes out the returns based on them?—One person.

852. Do you think it is enough work to fully employ the time of one clerk?—No.

*By the Chairman :*

853. Are there any supernumerary clerks employed; if so, please state the duties they are employed to perform?—There is one employed in connection with the aggregate books and returns.

854. Is there not a permanent officer who is appointed to perform the duties you name; is he not efficient and capable of performing them?—Yes, there is; he is a hard-working and efficient man, and, considering his duties, he is underpaid. All that he requires is some one to call out his entries, and any boy could do that, or any other of the officers. I think the employment of the supernumerary is unnecessary.

*By Mr. Mingaye :*

855. What work done by any of the clerks, do you consider requires the most intelligent and capable officer?—The chief clerk here does the most important work. He receives and checks all entries with the invoices; receives all the monies as cashier; he makes up the deposit; and his duties require the most intelligence, a complete knowledge of the tariff, &c.

856. Is the work done by the clerks proportioned in such a manner that the most difficult is done by those holding the highest positions and receiving the largest salary?—All the inside men are quite competent for their work; but all are not competent for promotion to higher positions. Some are getting lower salaries than their work would entitle them to receive.

*By the Chairman :*

857. Have you thought over the question as to the best mode of making first appointments to the Service?—I have thought about it a good deal; I am sure the present system is not a good one. I am strongly of opinion that there should be some examination before appointment. A period of probation would be of service in securing the best men for the Service. If promotion should go by efficiency, it would be a strong stimulus to improving the value of services rendered the Department.

858. As regards the present system of promotion and increase of salary, could you suggest improvements therein?—Promotion by merit would form the most valuable means.

*By Mr. Brunel :*

859. Can you inform us what proportion of the time of the officers of this port is taken up by the preparation of the statistics?—Probably about a week every month. Only one officer is thus employed.

860. If the statistics of the port were prepared at Ottawa, could the business of the port be carried on with fewer clerks?—I think it could.

861. How often do you take stock of goods in warehouse?—Every month.

862. When taking stock of such goods do you note the marks and numbers on the packages?—No; I do not on all goods. On goods bearing numbers, such as dry goods, I do.

863. How, then, do you know that the goods which ought to be in warehouse are actually there?—By counting the number of packages. It might be that the most valuable goods could be taken out through the collusion or carelessness of the locker, and the less valuable goods left behind.

## POST OFFICE, HAMILTON.

TUESDAY, 21st September, 1880.

The Commission met at 10 a.m.

Present:—Messrs. McInnes, Brunel and Mingaye.

Mr. H. N. CASE, the Postmaster, was examined:

*By the Chairman:*

864. What is your position?—Am Postmaster.

865. How long have you been in the Service, and in your present position?—Have been Postmaster since 1st December, 1874.

866. Have you a sufficient number of men, or have you more than are required for the work?—I have quite enough clerks, but hardly enough carriers if the delivery is increased. As to clerks, I can hardly say we have too many.

867. Are your clerks divided into classes?—Yes, they are: first, second, third and fourth. We have only one first-class clerk.

868. Have you any clerks who are not efficient from any cause, say, from old age, habits or indolence, and whose services might be dispensed with?—Yes, I think I have one case of a man incompetent from old age; his sight is bad. He would be willing to be superannuated. He is a first-class clerk; the only one I have; his salary is \$1,200. One other has been out of the office a good deal from ill-health; he is a second-class clerk, at a salary of \$900. Another clerk, who is here even longer than he, has only \$600. I have called attention to it. He is a most efficient man, and does as good work as the other; is, in fact, a far more useful man.

869. Have you clerks performing duties, who are highly paid, which might be performed by inferior clerks?—Yes, we have such cases. One man draws a salary of \$1,200 for work that a clerk at \$400 might do readily. Duties performed by a first-class clerk might easily be done by the third or fourth-class clerks.

870. How are appointments made; and do all clerks, on entering the Service, begin in the lower grade of fourth-class clerks?—They are made on the recommendation of the Members for the city. I never have any authority. When I need a clerk I report; and in due time one is sent to the office. Sometimes they begin as temporary clerks on approval. As a rule, they begin in the lower classes. No clerks have ever been appointed to the first-class from the outside. I have never had occasion to refuse a temporary appointee. If I had occasion to do so I think my recommendation would be listened to.

871. Have you in your office clerks capable of filling the vacancies which might take place in the event of the two you have named being superannuated or leaving the Service?—Yes; I have several of them.

872. Would you require to ask for other assistants to take their places, or could the work of the office be carried on by the present staff?—In case of the superannuation of the first-class clerks, the work could be done by the present staff, supplemented by men coming into inferior positions.

873. Do you think that the work of your office might be lessened by a change in the mode of distribution of the mail for the East from British Columbia and Manitoba, and that such a change is desirable?—I think so. Very important British Government communications from the west, on reaching Hamilton, by arriving here lose their connection with the mail steamers by not going on direct instead of being detained here for distribution. It is of the first importance that this mail matter should not be detained here.

*By Mr. Brunel:*

874. Then are we to understand that you think it would be an advantage if mails were made up in British Columbia and Manitoba for Great Britain and for all important places east of that office so as to avoid detention for distribution here?—Yes, that is the case; even for Ottawa, as well as Halifax, St. John, Montreal, Quebec, &c., delays may occur. An improvement of the kind mentioned would save much time, often a good deal of time, and somewhat lessen the work of this office.

*By Mr. Mingays :*

875. Is the work of a first-class clerk different to that of a second or third-class, and how?—Yes; it is. There is no clerk who could do all the work of the office or fill at will all of the situations. Constant changes take place in the work of the office and each man must keep himself abreast of all the new orders and arrangements. The class in which a clerk is does not designate the duties but only the length of time passed in the Service.

*By the Chairman :*

876. Are letter-carriers appointed in the same manner as the clerks, and at what rate of salary on first appointment?—They are appointed in the same manner as clerks, by the recommendation of the city members. They begin at somewhat lower salaries than formerly. They usually begin at the lower salary; the rule now being \$300 instead of \$350 and \$400, as formerly.

877. How are promotions and increase of salaries regulated in your office—by seniority merely or by merit?—Both by length of service and by merit too. Every year the clerks get an addition of \$40 till they attain to a salary of \$1,100. At all periods of promotion it is my duty to report on the clerks promoted or to be promoted. The increase of salary depends on the time of service. Men do not obtain the increase as a matter of course; for if I were to report against a clerk, his increase would, I think, be stopped; but no matter how efficient a clerk may be he cannot obtain an increase save at the regular stated periods.

878. Is there a maximum salary to which clerks in the various grades attain, and are then advanced to the higher grades; for example, what is the maximum salary attached to each class?—The maximum for the 4th class is \$520; for the 3rd, \$600; for the 2nd, \$1,100; for the 1st, \$1,200. When the salary of a clerk is increased beyond the maximum of his class, he goes, as a matter of course, into the next class.

879. Do you keep a conduct book, in which a record is kept of any breaches of discipline or duty?—I make a return of conduct every month. A book is kept here also in which conduct is recorded. The discipline of the office is good on the whole; I have only had occasional cases of misconduct; I have had occasion to report a case in which the inspector suspended a man. The only punishment I have personally inflicted was a fine for neglect of duty. I would like to say that if the system of giving holidays to clerks on full pay was not in existence the work of the office could be done with fewer hands and at less expense than at present.

880. Have you an attendance book; and what are the hours of attendance daily?—The hours are of all sorts, on account of irregularity of duty; but the average attendance is 8 hours a day.

881. At what age do clerks first enter your office? And what do you consider the best on first appointment to the service?—None have entered under 18; none since I have been here over 23 or 24. I should imagine 21 as a good age; from 18 to 23 in general would be a good age.

882. Have you given any consideration as to the best modes of making first appointments, whether by examination coupled with probation or otherwise?—It is only by probation that we can judge a good clerk.

*By Mr. Brunel :*

883. Do you consider the present method of selecting persons for promotion and first appointment the best that could be devised?—Yes, I do; if the selection is made with judgment.

884. Will you explain your reasons for arriving at this conclusion?—Because all the clerks that I have had have been selected in that way, and I have got along with them very well.

885. You have an assistant postmaster; how long has he held that office, and is he a competent officer?—He had been assistant before I was appointed; he is a competent officer.

886. If a postmaster were wanted for a post office of similar importance to Hamilton, would he be competent to perform the duties of such an appointment?—I would not care to reply to that question.

887. Do you consider that by an examination of candidates before first entrance into the Service, with a period of probation after entrance and before being permanently appointed, the best material would be secured, and provide an efficient and economical administration?—The only examination I would enforce would be as regards a candidate's ordinary good education; his habits would be the subsequent test of his value. Some kind of examination would, no doubt, be of value.

888. What would you think of a system of examination of the clerks in their various duties after appointment, such examination to be periodical and conducted within the office?—Every day duties are an examination in themselves, and clerks thereby prove their efficiency.

*By Mr. Mingaye :*

889, 890. Then there are no duties in your office that require of the clerks any extra intelligence?—No; ordinary intelligence is all that is required.  
This closed Mr. Case's examination.

MR. HENRY COLBECK, Assistant Postmaster, examined:—

*By the Chairman :*

891. Will you kindly state how long you have been in the Service, and what are the duties?—I have been in the Service since 1st September, 1854. I have the general supervision of the office. I am well acquainted with the qualifications of the clerks.

892. Is your staff efficient as regards number and capabilities, or have you more than is required, or are there some who, by reason of age or any other cause, are not well fitted for their duties?—We are amply supplied as regards numbers, but have not too many, as sometimes a heavy stream of work is put on our staff. The staff is well organized at present on the whole. One man has been complaining of his eyes, and talks of wishing to be superannuated.

893. How are the salaries as regards the duties performed; your staff being divided into four classes, are the more highly paid classes performing duties which could be performed by the lower?—There are some energetic young men that could be readily promoted to higher positions if vacancies occurred. There are some underpaid in comparison with the ability with which they do their work; and an increase of salary would be very proper in one or two cases. There are some cases also in which lower class clerks could do the work done by higher class clerks.

*By Mr. Mingaye :*

894. Do you think young men well trained to their work make better post office clerks than those who have been many years in the Service?—Yes; they are more active.

*By the Chairman :*

895. Do you not consider that the present system of promotion and increase of salary might be so improved as to bring about more efficiency and economy?—Yes, I think so; there is no question about that.

896. Have you considered what would be the best mode of making first appointments and promotion in the Service?—I think a man of 24 years, well recommended and having business experience, would be the best man. Promotion should be by merit.  
This closed Mr. Colbeck's evidence.

#### INLAND REVENUE, HAMILTON.

Mr. CHARLES G. FORTIER's evidence:—

*By the Chairman :*

897. Am Collector of Inland Revenue.

898. Have been in the Excise nearly 18 years; was first appointed Collector at Amherstburg; afterwards was at Windsor as Deputy Collector for 7 years; and then was promoted to Hamilton.

899. Will you kindly state your duties as Collector of Inland Revenue?—My duties include general supervision of the division, collection of duties, visiting the different license establishments, seeing that all the officers perform their duties, &c.

900. How many persons are there on the staff of your office?—There are ten permanent officers on the staff besides myself; one of the clerks is temporary.

901. There are ten permanent officers on your staff besides yourself and one temporary clerk. How are they appointed, and are they subject to any examination after appointment?—By the Minister of Inland Revenue; I am notified of an appointment by the Commissioner; all appointees are subject to an examination.

902. All are subject to examination, and if not found capable of performing all their duties they are discharged?—If they do not obtain a standing, their services are dispensed with; at least I presume that is the case. I have no officer in my division who has not obtained a standing.

903. Do you consider that the efficiency and economy of the Service is promoted by means of these examinations?—I do; to a great extent.

904. Will you please state the classification of excisemen?—There are several classes; there is the special, and first class, and two other classes besides, second and third. This classification is decided by the examination. The classification does not always decide the salary. There are officers of the first-class sometimes getting lower salaries than those holding interior status; some men getting only \$600 do much the same work as those getting \$1,000. I am unable to state the reason for this.

905. Is your staff, as at present constituted, efficient, or have you too few or too many for the work; are there some, from age or any other cause, unfit for their duties?—There is one who is unfit for duty, by reason of infirmity; all the others are quite efficient. The work could not be done with fewer hands.

906. Over how much territory does your division extend?—The County of Wentworth, and the City of Hamilton; the County of Halton also comes within our jurisdiction, but no business is done there. We have charge of a brewery in Dundas also.

907. Is it part of your duty to take precaution for the prevention of illicit manufacture in any and every part of your division?—Yes.

908. What are the hours of duty for yourself and officers?—From 9 a.m. to 4 p.m. for those in the office. The excisemen attend on duty from 7 a.m. to 7 p.m.

909. What measures do you personally take for ascertaining whether your excisemen are on duty at the proper times and places?—I visit the different places personally; I generally know when they are on duty, and satisfy myself that they are there; it is my duty to do so. There are no complaints as to parties being kept waiting.

910. Is this duty performed exclusively by yourself, or does your deputy sometimes visit the factories?—I generally do it; but the deputy is supposed to do it when I am engaged.

911. Do you keep a conduct book in which a record of any breaches of discipline is kept?—No; I do not.

912. How is discipline, and what means of correction have you?—The discipline is very good; The only means of correction I have is to report to the Commissioner. I have the power of suspension. I have advised suspension in two or three cases. Suspension generally causes loss of pay during the time of suspension; this has had good effect.

913. Would it be an advantage to appoint an officer exclusively to attend to the larger manufactories?—I think so; I think Tuckett's factory alone would require the services of an officer. There are eight cigar factories here, employing large numbers of men, and requiring the services of an officer. One officer could attend to three or four of them; but now each officer has too much to do. We have only three men, and ought to have five, in order to carry out the instructions and protect the revenue. In consequence of the officers having so much to do, they cannot always attend when they are wanted.

914. You have said that salaries are not always in proportion to the officers' classification at the examinations. Does that apply to officers who have recently

obtained a high rating, or does it also apply to officers who obtained a high class rating one or two years back?—It is only recently that this anomaly has arisen.

9.5. Have there been any irregularities at this port of late?—No.

*By Mr. Mingaye :*

916. Where are the statistics of the business done compiled?—The statistics are made out at Ottawa. We make daily and semi-monthly and quarterly statements, which are forwarded to Ottawa.

917. How often do you make remittances to the Receiver-General of the collections in your division?—Every day.

918. Does each remittance cover the exact amount collected on entries and other transactions specified in the advice note which accompanies each remittance?—They do.

919. When do you close your bank hours?—We close at one on account of our distance from the bank.

This closed Mr. Fortier's evidence.

#### POST OFFICE, MONTREAL.

The following evidence was taken in Montreal and Quebec by the sub-Committee, composed of Messrs. Barbeau, Taché and Tilton.

MONTREAL, 9th September, 1880.

Mr. EMERY, Assistant Postmaster at Montreal.

920. How many years have you been employed in the Montreal Post Office?—Thirty-one years on the 1st July last.

921. From your experience could you tell us what is the present condition of the Montreal Post Office with regard to its internal organization and efficiency of its staff, and by what means could the efficiency of the Service be increased and maintained, and the expenses of management reduced?—I have prepared a memorandum on the subject, which I now hand to you as my answer to your question.

#### MEMORANDUM ON POST OFFICE SERVICE.

With regard to the present condition of this office, I would respectfully refer you to the reports which Mr. King, the Post Office Inspector, recently made to the department. In those reports will be seen the whole organization of this office, the various duties performed in each branch, the degrees of efficiency of the staff, their hours of attendance and several suggestions of great importance to the good working of the office which, I have no doubt, will readily have your approbation and support.

As to the question of greater efficiency and economy in the Service, I must say that, in my humble opinion, this double object cannot be accomplished without making considerable changes in the present system of appointments.

It may seem rational and in harmony with the political institutions of the country, that the representatives of the people should have a preponderating influence in the appointments to office as they now have; but this is, in practice, detrimental to the Service, because, in many cases, those appointments are made without the least regard for the requirements of the Service, although there have been many excellent appointments made under that system, and the bad ones may be justly imputed to the want of regard for the requirements of the Service, and not to the system itself. A short chapter of the history of this office will be sufficient to demonstrate the deplorable results of that system of appointments, in its past and present workings and the necessity of altering it, if efficiency and economy in the Service are earnestly desired. Since January, 1873, thirty-five employes as clerks, carriers and collectors in this office only, have been removed or arrested for robbery,

intemperance or utter unfitness for duty, and could the standard of qualifications for the Service be the same as is required for large private establishments, a number of other employes would have since been removed for incompetency and other causes.

Those thirty-five bad appointments may be classified as follows: nine were drunkards, and the most of them were notoriously known as such before their appointment.

Thirteen were dishonest, and the reputation of some of these men was such that no private establishment, nor even those who recommended them, would have employed them in a position of confidence.

Ten were utterly unfit for duty, being wanting in judgment and activity. Two were men for politics, and were too seriously engaged in the great questions at the time, to apply their minds to the business of the office. One was afflicted with epilepsy, and during his fits, whilst on duty as letter-carrier, the correspondence entrusted him for delivery was, of course, left at the mercy of the public. I may add that one man who never had learned the letters of the alphabet managed to make his way into the office as letter-carrier.

In all these cases the confidence of the authorities had, of course, been grossly abused. The official existence of the greater part of the incompetent was of short duration—the drunkards staying long enough to cause much trouble and expense and the dishonest committed many depredations before being detected and removed.

Now it cannot be doubted that very few of those thirty-five unworthy officials, would have ever entered and disgraced the Service if the parties who recommended them had gone to the extent of enquiring into their antecedents and social relations, and the Service would not have thus suffered from their dishonesty and incompetency.

If the maxim that a tree must be judged by its fruits were applied to this system of appointments, it could not be upheld by any one who sincerely desired efficiency, safety and economy in the Civil Service.

Amongst the means which seem the most appropriate to effect a substantial and lasting improvement in the efficiency and economical management of the Service, the following present themselves naturally to the mind of those who have had experience in the working of a large office.

1st. The establishment of a permanent Board of Examiners, who, like the judges of our courts, should be free from political influence and all sorts of prejudices and local claims, to examine periodically and alternately in the principal cities of the Dominion, all candidates for situations in the Service, to test and register their educational qualifications, the admission of the candidates being, according to the situation sought, subject to certain clerical attainments, which for clerkships in the post office, should include, at least, a sufficient knowledge of grammar, arithmetic, geography and caligraphy.

2nd. Before giving employment, the official in charge of the office in which the candidate is to be employed, to be requested by the authority making the appointment to make a strict enquiry into the previous conduct, antecedents and physical condition of the candidate and report thereon.

3rd. Candidates to be admitted into the Service as probationary clerks only, and to remain as such one full year.

4th. During the year of probation, the new employe to undergo periodical examinations by the the head of the office and the principal officer of the branch in which he is employed, to test effectually and record his progressive proficiency and aptness for the work entrusted to him, and the continuance of employment as permanent and classified official to depend on such reports.

5th. Once classified, promotion to a higher class not to be granted on mere length of service, as it is now generally done, but only when the employe shall have acquired a thorough knowledge of the regulations governing the operations of the branch in which he is employed and shall, by a zealous application, have become able to perform efficiently the various duties of that branch.

That the efficiency of the Service would be much promoted and maintained, and the expenses now made for salaries considerably lessened, by the adoption and strict

application of such rules, no one who has had any experience in the working of an office could doubt.

However, with regard to the examination to test the educational qualifications of the candidates, I may say that, from experience acquired in this office, and the nature of the duties to be performed therein, no high literary attainments are required, as indispensable qualifications; an elementary education including grammar, geography and good plain writing, being sufficient to constitute efficiency, when combined with intelligence, activity, memory, punctuality and a quick sight, and indeed such are the qualifications of the most useful men now working in this establishment.

As educational attainment is but a part of the qualifications required to ensure efficiency, and the *only part too* which can practically be tested by an examination of short duration, the suggested year of probation is necessary to ascertain if the candidates possess the other qualities, which are not less necessary than education, to make them eligible for permanent employment and progressive promotion in the classes.

The immediate permanent appointment and classification of a clerk as now generally made, without any enquiry respecting his fitness for the duties of the office, is practically understood to mean that he *must be employed*, and the consequence is that the heads of the office are placed in an awkward position towards both the Department and the employes, when they are not up to the mark, as it frequently happens, that such employes are on an equal footing with the most meritorious, and gradually attain positions in the higher classes by mere length of service, with very little other merit than that of growing older.

This undesirable state of things would be rendered impossible by the adoption and strict application of the rules suggested.

It is hardly necessary to say that by employing only men whose fitness would have thus been thoroughly tested, the efficiency of the Service would be greatly increased, the expenses of management considerably reduced, and the position of the Heads of offices made more useful and pleasant.

In a large office like this, there is a great deal of purely mechanical work or drudgery done by a number of the staff, who are paid as much as the clerks entrusted with the more important and responsible duties. By making a distinct class of the former—whose maximum salary should not exceed \$600—the expenses of the office might be reduced considerably, without impairing the Service in the least.

If a number of candidates, after their successful examination by the Board, were employed at half salary, as auxiliaries, until vacancies should occur, with the understanding that vacancies would be reserved for them, this would ensure to the Service available well-trained men at the time their services would be required, and the services thus rendered would effect a saving in the expenses of management.

With regard to discipline, I would suggest that a certain power of imposing fines from fifty cents to two dollars, should be delegated to the heads of large offices, to enable them to summarily punish irregularities affecting the discipline and working of the office. This power, however, to be exercised under certain rules which would, in every case, enable the employe punished to admit or deny the charge made against him, and to appeal to the Head of the Department in case he should think he had been unjustly treated.

In my opinion, a post office employe once classified should not be allowed to attend to any permanent business by which his mind is likely to be diverted from the duties of his position, and his health impaired by overwork. I would have only the very best men available employed in the Service, pay them liberally for their services, and, for the honor of the Department and the advantage of society, demand the exclusive use of their time and talent.

However, to interest such officials in their position and to enable them the better to devote themselves to the Service with an unburdened mind, respecting the subsistence and education of their family in case of death, I would compel them to contribute more to the Superannuation Fund, say from two per cent., as now, to four or five per cent., and thus provide a small pension for their family, in case of death,

until the children should have reached a certain age, which would enable them to work for a livelihood.

As the sacrifice demanded from the employé to thus provide for his family would be a light one, compared with the object in view, this could be done without in any way increasing the present scale of salaries.

MONTREAL, 10th September, 1880.

Mr. G. LAMOTHE, Postmaster of Montreal, examined:

922. What are your duties?—Postmaster in the Montreal Post Office.

923. What is your salary?—\$4,000 per annum.

924. Have you any other perquisites, commissions or emoluments whatsoever in addition to your salary?—No.

925. Are any of the employes of your office allowed any remuneration over and above their official salaries?—No.

926. Are any of them engaged in any business or occupation outside their office?—Yes; three to my knowledge of the inside office, one is agent for an Insurance Co., another is employed at the theatre in the evening, the third acting in various agencies or capacities. There are, besides, several of the letter-carriers who have occasionally been employed in various connections. I do not believe it interferes much with their duties, although I often remarked that they were called on that account several times in the enquiry office.

927. Who appoints the clerks, letter-carriers and other members of the staff?—The Postmaster General.

928. Do they serve any term of probation before having their appointments confirmed?—There are some.

929. Do you, as a rule, find the persons employed in your office sufficiently well educated to enable them to perform their duties efficiently?—No.

930. Have you any persons in your office who from age, infirmity, bad habits, or other cause are unfit for service?—Yes; eight or nine.

931. Have you ever had any clerks given you unfitted for their duties for any of the above causes?—Yes; there have been a few.

932. Have you sometimes to address complaints to the Head Department about clerks who are not giving good service. Is any attention paid to these complaints?—Sometimes. Generally my complaints are attended to.

933. Are your employes regular in their attendance?—Generally they are.

934. What is the average length of time each is employed daily?—Eight hours.

935. Have you any men whose hours of attendance are usually long or unusually short?—There is no difference in the number of hours, but the good employes do more labor and are always on hand in emergencies.

936. By whom is the cash received in your office?—By the clerks of the Money Order and Savings Bank Branch, the accountant and the secretary.

937. From what services?—From unpaid and insufficiently paid letters, newspaper weight postage, rent of boxes or drawers, deposit on post office keys, waste paper sales, cash sales of postage stamps, sale of money orders and from Post Office Savings Bank accounts.

938. What check have you over these receipts?—By cash transactions being recorded by two or more clerks, by *borderaux* and forms being attached to the transactions before their transmission to the accountant who must have vouchers for everything.

939. Into what bank do you make your payments on Post Office Revenue account?—The cash received for account of Money Orders and Post Office Savings Bank is deposited in the Bank of Montreal, all other cash receipts in the Ontario Bank.

940. How often do you make these payments?—In the Money Order office every day, in the accountant's office, whenever a sufficient amount has accumulated, generally three or four times a month.

941. Do you place any money received on account of Post Office revenue to your own credit in any bank?—No.

942. In whose custody are the postage stamps kept in your office?—The accountant and the secretary.

943. What security do these officers give?—They give none, but I am the responsible person and I have given security to the Department for all the responsibilities of my office, including the subject mentioned.

944. How are postage stamps supplied to stamp vendors?—By requisitions from vendors, accompanied by bank certificates for the amount required.

945. Do you think the system of selling postage stamps could be improved?—Yes, I do; I would suggest that the minimum amount of \$20 for each purchase of postage stamps be increased to \$100.

946. Do you sell any postage stamps directly to the public?—No; with but very few exceptions.

947. How is the money received for these stamps accounted for?—By being duly entered in cash book and amount lodged in the bank with other deposits, return being made to the Department in the monthly statement.

948. Are these stamps remaining in your hands ever verified, and how often?—Partial inventory every day and periodical ones by the Post Office Inspector.

949. By whom are your accounts kept?—By the accountant and by the secretary.

950. How often are they rendered to the Department?—Once a month.

951. Do you receive much money in payment of postage?—About \$14,000 a year.

952. How is the postage to be collected at your office charged against you?—In letter bills from corresponding offices.

953. How do you charge against your corresponding offices the postage to be collected by them?—In letter bills, unpaid postage sent and received reciprocally by corresponding offices being included in the monthly statements sent up to the Department.

954. What correspondence is conducted in your office?—Official correspondence with the Department and the public.

955. By whom is it carried on?—By myself, the deputy postmaster and the secretary.

956. Are there any persons belonging to your staff occupying rooms in the Post Office building?—Yes; the house-keepers.

957. Have they any allowance, such as fuel, light or any other perquisites?—No other than derived from the house, which is heated, lighted and supplied with water.

958. What becomes of the waste paper of your office?—It is sold, and the proceeds form part of the cash accounted for.

959. Who receives the money paid for this waste paper?—The accountant.

960. Is the health of your staff satisfactory?—Yes; with few exceptions.

961. What is the average annual absence of each member of your staff for leave or for sickness?—All inside employes have two weeks; the carriers, one week. As an average there are about two clerks and two letter carriers absent on account of sickness.

962. Are there any duties in your office calculated to affect injuriously the health of your employes?—Yes; the hoist, as it now exists, which being in constant use, proves injurious on account of the muscular power necessary to move it, a defect which could be easily remedied by the use of mechanical power.

963. Could any reduction be made in the number of your staff if there were no such exceptions?—Yes; if this office could be conducted like a private establishment, I could dispense with seven or eight employes.

964. Have you any night work in your office or extra hours of labor; how many clerks are there employed, and during what hours is this work performed?—Yes; five to ten in the evening and from five in the morning to the regular office hour; there are from fourteen to sixteen clerks thus employed.

965. Do these not receive any extra pay for this work?—They do not.

966. Under whose supervision is this night work performed?—The heads of the despatch branches.

967. How are the duties of your office divided; what supervision is there over these divisions of duty?—They are divided into six branches, each of which is conducted by a head clerk.

968. Do you consider the supervision thus given to be sufficient to ensure a proper performance of each duty?—Yes; with the exception of the operations of the despatch branches, which are carried on in the basement, and this is partially owing to the difficulty of working the hoist.

969. What is the system pursued in dealing with registered letters and parcels both received and delivered?—All registered matter, either received from other offices or posted here, is immediately entered and numbered in a record in which the name and destination of each are given.

All letters received from other offices are accompanied by letter-bills on which they are entered. The registration clerk who receives these letters and enters them in the record, certifies those entries by his initials on the letter-bills, and a receipt is also given by the registration clerk for every letter posted at the wicket.

Letters received for other offices are handed to the despatch clerk in charge, who records their mailing in a column provided for that purpose—that is, by writing the name of the office to which they are sent and the date of their despatch; and letters for other offices remaining in this office at night are entered on a *borderau*, which is signed by the registration clerk, who comes in the morning, and the despatch record is examined daily, both by the chief clerk of the Registration Branch and by the clerk in charge, to ascertain that all letters received for despatch have been properly disposed of.

Registered letters received for delivery at the wicket are not delivered without a receipt being given by the addressee, as well as those delivered by letter-carriers.

970. What becomes of those registered packages at night?—They are kept in locked boxes and put in a safe.

971. What check is there to ensure the safety of packages placed in the safe at night?—The keys of the safe are not accessible but to those who are responsible for the letters.

972. How are the supplies for your office obtained—for instance, stationery, fuel, light, clothing for letter-carriers, miscellaneous?—For stationery, by requisitions sent to the Department every quarter and supplied by it. For fuel, by tenders examined and accepted at Ottawa. For light, by the ordinary gas bill. For clothing for letter-carriers, from persons specially authorized by the Department. For miscellaneous, the petty expenses, to the amount of \$25, on an average, per month, are paid by the accountant under my authority, and approved of by the Department.

973. How are payments made for these articles?—For fuel, light and miscellaneous, paid by cheque from Ottawa, on my requisition. The clothing for letter-carriers is paid out of the annual allowance of \$50 made to each carrier for that purpose.

974. What check have you on the consumption of such articles?—The stationery is kept in my office and distributed upon a written demand from the head of each branch; as for the other items I have no other check than the ordinary surveillance.

975. Have any of your employes been defaulters?—Not since 1876, except the cases of stealing of money letters, which have been reported to the Department.

976. Can you say how much was lost through those defalcations?—Nothing, to my knowledge, was lost by the Government; and I am not aware of the amount of private losses connected with the letter stealing.

977. Did those employes give any security?—Yes.

978. Do you know if any portion of these losses were recovered from sureties?—I do not know.

This concluded Mr. LaMothe's evidence.

MONTREAL, 10th September, 1880.

Evidence of E. F. KING, Post Office Inspector, Montreal:—

979. What is your present appointment, and how long have you been in the Service?—I was first appointed to the Post Office Service in March, 1846, as Junior Clerk in the office of the then Deputy Postmaster General, the Department, in those days, being still under Imperial *regime*, the transfer to Provincial control occurring on 1st April, 1851. Remained in the Chief Administration Branch of the Department until January, 1861, during which period passed through the several clerkships attached to the branch, becoming "Chief Clerk" and then Secretary to the Department. Since 1861 have held my present position of Inspector of the Montreal Postal Division.

980. What are your general duties as Post Office Inspector?—The duties of a Post Office Inspector are, in detail, of a varied nature, but, in a general sense, they consist in giving attention to everything connected with the well-working of the Division. Some of these duties may be thus indicated: Enquiry into and applications for new post offices; arranging for establishment and service of new offices; instructions to postmasters; seeing to maintenance of existing services and to proper performance of contracts; advertising for new contracts; preparing contracts and securing their execution; obtaining bonds from Postmasters and others; transfers of postmastership; arranging for due mail connections being secured; compiling distribution lists; enquiry into and report on applications for change of service, or for increased frequency; questions connected with allowances to postmasters for forward duty; enquiry into and report on complaints against postmasters, and on petitions for change in site of office; enquiry into missing letters and abstraction cases, or of delay of letters or papers in course of post; the management of the railway mail service, and supervision of railway mail clerks; attention to postmasters in default with their accounts, and collection of balances in arrear; inspection of Money Order and Savings Bank offices with reports on irregularities connected therewith; supplying certain Money Order offices with funds to meet orders; requisitions for payments to mail contractors, and the rendering of various returns to the Department. The attention to these and other duties involves a large correspondence personal communication with many people, and a good deal of locomotion.

981. Give a statement of the staff of your Division; of the railway mail clerks attached to it; of the railway mail service under your control; total payments for mail service made through your office; the number of post offices in the Montreal Division, and the total mileage performed in the Division?—

*Staff of P. O. Inspector's Office*:—P. O. Inspector, Assistant P. O. Inspector, five clerks and messenger.

*Railway Mail Service*:—Chief Railway Mail Clerk and 41 Railway Mail Clerks (11 Railway Mail Clerks of 1st class, 20 of 2nd class, and 10 of 3rd class.)

*Railway Mail Services, with Postal Cars, attached to Montreal Division*:—Montreal and Three Rivers, North Shore Railway; Montreal and Calumet, Quebec, Montreal, Ottawa and Occidental Railway; Montreal and Mallorytown, Grand Trunk Railway; Montreal and Island Pond, Grand Trunk Railway; Montreal and St. John's, Grand Trunk Railway; Montreal and Abercorn, South-Eastern Railway; St. John's and St. Armand, Vermont Junction Railway; St. John's and Waterloo and Magog, Central Vermont Railway; Sutton Junction and Sorel, South-Eastern Railway; Sherbrooke and Agnes, International Railway; Sherbrooke and Lake Aylmer, Quebec Central Railway; Sherbrooke and Rock Island, Massachusetts Valley Railway.

*Railway Mail Services, without Postal Cars*:—Montreal and Lachine, Grand Trunk Railway; St. John's and K. use's Point, Grand Trunk Railway; Montreal and St. Jérôme, Quebec, Montreal, Ottawa & Occidental Railway; St. Thérèse and St. Lin, Laurentian Railway.

*Total of Payments for Mail Service, of all classes, made on requisition of P. O. Inspector, Montreal*:—June quarter, 1880, \$17,699.40—equal to \$70,797.60 a year (Grand Trunk Railway not included.)

475 Post Offices in the Division on 1st September, 1880.

The total mileage per week on "Land Routes" (that is not including either railway or steamboat service), on 1st July, 1880, was 8,724 miles (that is, double miles, a service being, of course, both ways.)  $8,724 \times 52 = 453,648$  miles a year. This is the mileage under contract; but of this total 231 miles per week are suspended in summer.

Number of Mail Services in the Montreal Division, 1st September, 1880:—"Land Routes," 318; Railway Services, 14; Steamboat, 3.

982. Have you any difficulty in the preparation of bonds of postmasters, which form part of your duties? —

*Bonds of Postmasters:*—The present form of bond, introduced only last year, to conform to the requirements of some Statute passed a few years ago relating to "Public Officers' Bonds" is proving, in practice, very ill-adapted to post office necessities. It is too complicated for general use, for it is to be remembered that the postmasters of our smaller offices are often men not accustomed to deal with legal documents of this nature. These bonds have to be executed in duplicate,—and as there are 12 signatures required to each,—26 signatures, in all, have thus to be obtained, involving, besides the signatures to the bond itself, four affidavits in duplicate before a magistrate. It is so framed that, in order to be properly executed, the postmaster, his two sureties, a couple of witnesses and a magistrate, have all six to be got together, who must, between them, fill in a number of blank spaces. Now, in country parts, the two sureties of a postmaster may not only live some distance from himself, but from each other, whilst the magistrate may not always be available.

The consequence is that the postmaster's bonds, instead of being, as formerly, a comparatively easy matter, is now the reverse. Bonds are being constantly sent in imperfectly filled up, the imperfections or mistakes being remediable only by sending the forms out again or preparing new bonds; and the consequent re-assembling of the various parties who have already once been got together at a great deal of personal trouble.

This new form of bond not only throws a great deal of trouble, involving waste of time and labor on the inspector's office, but is the occasion of unnecessary annoyance to postmasters.

It may, I should think, be possible to dispense with all the four affidavits attached to the new bond, or, at all events, with those of the witnesses. The sureties have already, in addition to their signing in presence of the "witnesses," acknowledged their responsibility "as one of the sureties in the foregoing bond, before the Magistrate." This being so, the necessity for the affidavits of these witnesses is not very clear.

The bond should, I also think, be so prepared that all the dates may be filled, in advance, in the inspector's office before transmission for signatures, the signers adopting, by their signatures, the dates so filled in.

Then, as to the signatures to the bond itself, the form might be printed thus:—

(Witness to Postmaster's Signature).

(Postmaster).

(Witness to Signature of 1st Surety).

(1st Surety).

(Witness to Signature of 2nd Surety).

(2nd Surety).

In this way it would not be necessary for all the parties to the bond to meet and sign before the same witnesses.

I think, too, that the form of this new bond could, in some respects, be more clearly arranged.

I may add that the Inspectors of the Division of Quebec and Three Rivers have both told me that they experienced the same difficulties in connection with these bonds.

983. From your long experience in the Service, could you let us know what is the present condition of the Montreal Post Office, with regard to its internal organization and efficiency of its staff; and by which means could the efficiency of the Service be increased and maintained, and the expenses of management reduced?—I have read the memorandum on the subject of the Montreal Post Office, submitted to this Commission by the assistant postmaster; and, without committing myself to his views in every detail, I certainly concur in them very generally.